



**BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF CALIFORNIA**

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Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009
(Filed April 13, 2006)

REPLY COMMENTS OF PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON PROPOSED DECISION ON GREENHOUSE GAS REGULATORY STRATEGIES

CHRISTOPHER J. WARNER

Pacific Gas and Electric Company
77 Beale Street
San Francisco, CA 94105
Telephone: (415) 973-6695
Facsimile: (415) 972-5220
E-Mail: CJW5@pge.com

Attorneys for
PACIFIC GAS AND ELECTRIC COMPANY

Dated: March 4, 2008

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GREENHOUSE GAS REGULATORY STRATEGIES**

I. INTRODUCTION

Pursuant to Rule 14.3 of the Commission's Rules of Practice and Procedure, Pacific Gas and Electric Company (PG&E) provides its reply comments on the Proposed Decision (PD) on greenhouse gas (GHG) regulatory strategies under AB 32.

II. PARTIES RECOMMENDING THAT SMALL NATURAL GAS USERS BE INCLUDED IN A CAP AND TRADE SYSTEM HAVE IGNORED THE EVIDENCE THAT OPPORTUNITIES FOR ADDITIONAL GHG REDUCTIONS UNDER SUCH A SYSTEM ARE LIMITED AT THIS TIME

Several parties continue to urge that small users of natural gas be included within a cap and trade system.^{1/} These parties argue that a cap and trade system should be as broad as possible and that excluding natural gas would exclude a large source of GHGs from the incentives for innovation and efficiency provided by a cap and trade system.

As the PD precisely and logically explains, there are significantly fewer options at this time to reduce GHG emissions in the small customer segment of the natural gas sector. This is because, unlike the electricity sector, there is no reasonably available

^{1/} LADWP at 6- 7; SCPPA at 13; NRDC/UCS at 2- 7; ED at 4- 5; SCE at 6- 8.

low-carbon alternative source of natural gas to heat residential and commercial homes and buildings, the primary sources of GHGs in the natural gas sector. Thus, at least in the near term, consumers and the natural gas utilities that serve them cannot substantially reduce GHG emissions by choosing an alternative source of natural gas. As a result, energy efficiency programs provide the only reliable near-term options available for reducing GHG emissions in the natural gas sector.^{2/} PG&E supports future consideration of including the small natural gas customer segment in a broad based cap and trade program, but only after careful evaluation.

III. PROPOSALS FOR “ENTITY SPECIFIC” DIRECT EMISSIONS CONTROLS IN LIEU OF A MULTI-SECTOR CAP AND TRADE SYSTEM ARE UNWORKABLE

Some parties argue against the PD’s endorsement of a multi-sector cap and trade program. They recommend instead that individual, “entity-specific” direct emissions limits be applied on a utility-by-utility basis to retail electric utilities, or that individual entities be permitted to “opt out” of a cap and trade program.^{3/}

These arguments would minimize emissions reductions and set an undesirable precedent of allowing individual emissions limits for individual utilities. As the PD and most parties in this proceeding recognize, a well designed cap and trade program can provide significant benefits, by incenting flexible, sustained and economically efficient GHG emissions reductions. Proposals by parties for special “command and control” regulations in lieu of cap and trade, such as “entity-specific” emissions limits or “opt-out rights,” would not only forego or severely constrain the benefits of cap and trade

2/ PD, at 107.

3/ LADWP at 4; SCPPA at 1, 12; CMUA at 2- 3.

incentives, they would open the door to higher emissions limits for some individual utilities, to the detriment of other utilities and their customers who already have invested in lower-emitting resources or who would like incentives to do so in the future.

The intent of AB 32 is for California to achieve meaningful, sustained and permanent reductions in GHG emissions from “sources” and “categories of sources” of emissions.^{4/} A well-designed cap and trade program can achieve these emissions reductions more efficiently and economically than “command and control” emissions limits. The CPUC and Energy Commission should reject unsupported and *per se* attacks on cap and trade programs and instead move forward with implementing a regulatory program that fulfills the promise of cap and trade.

IV. NUMERICAL TARGETS FOR RENEWABLE ENERGY ARE NOT SUPPORTED BY THE RECORD AND WOULD DEFEAT THE PURPOSES OF AB 32

Some parties urge the CPUC and Energy Commission to endorse a numerical, mandatory target for increasing renewable energy in California as part of AB 32.^{5/} Other parties, such as DRA, urge caution in setting numerical goals for renewables, and generally support the PD’s avoidance of such arbitrary goals.^{6/} PG&E urges the CPUC and Energy Commission to continue to resist setting a mandatory, numerical goal for renewables under AB 32. Comments by many parties in the economic modeling phase of this proceeding, as well as recent testimony before the Legislature, have raised

^{4/} Health and Safety Code sections 38505(i); 38561(a) and (e). See also Health and Safety Code sections 38562(b)(1), (3) and (9) require that GHG reduction measures be “equitable,” provide credit for “early voluntary reductions,” and “consider the significance of the contribution of each source or category of sources to statewide emissions of greenhouse gases.” See also Health and Safety Code section 38561.

^{5/} CEERT at 2- 6; NRDC/UCS at 2, 11- 13.

^{6/} DRA at 2- 7.

significant “red flags” regarding the efficacy and customer cost impact of setting numerical targets for additional renewables in order to achieve AB 32’s GHG reduction goals.^{7/} Moreover, setting particular targets for one type of GHG reduction measure—such as additional renewables—without at the same time comparing the feasibility and cost effectiveness of that measure with other measures across all sectors of the economy—such as expanded energy efficiency programs in the building and transportation sectors—is not only unwise but contrary to the intent of AB 32 that GHG measures be evaluated collectively across all sectors.^{8/} Finally, PG&E agrees with DRA that setting numerical targets for renewables outside of AB 32 and greenhouse gas emissions programs, e.g. expanded Renewable Procurement Standards, ignores the need for ongoing integration between the potentially conflicting goals of the RPS and AB 32 programs.^{9/}

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^{7/} See “Reply Comments of PG&E on Economic Modeling Issues under AB 32,” January 18, 2008; “California’s Renewables Portfolio Standard - Progress and Challenges,” Hearing before California Senate Energy, Utilities & Communications Committee, February 26, 2008, http://www.senate.ca.gov/ftp/SEN/COMMITTEE/STANDING/ENERGY/_home/02-26-08agenda.htm.

^{8/} Health and Safety Code 38560, 38561(d), 38562(b).

^{9/} DRA at 2- 6.

V. CONCLUSION

For the reasons stated above, PG&E supports the PD and urges its adoption.^{10/}

Respectfully Submitted,

CHRISTOPHER J. WARNER

By: _____ /s/

CHRISTOPHER J. WARNER

Pacific Gas and Electric Company
77 Beale Street
San Francisco, CA 94105
Telephone: (415) 973-6695
Facsimile: (415) 972-5220
E-Mail: CJW5@pge.com

Attorneys for
PACIFIC GAS AND ELECTRIC COMPANY

Dated: March 4, 2008

^{10/} PG&E notes in passing that some parties interpreted the PD as endorsing an auction approach for distributing emissions allowances, compared to any other approach, such as “free” allocation. These comments are premature. In fact, the PD describes the benefits of an auction approach, particularly the principle of ensuring that the value of emissions allowances are allocated for the benefit of utility customers, but then defers deciding the details of whether an auction approach should be used in whole or in part for distributing allowances.

CERTIFICATE OF SERVICE

I hereby certify that I have this day served a copy of "**REPLY COMMENTS OF PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON PROPOSED DECISION ON GREENHOUSE GAS REGULATORY STRATEGIES**" on the parties listed in the official service list for R.06-04-009 by

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/s/
MARTIE L. WAY

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EMAIL SERVICE LIST

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Commissioner Assigned: Michael R. Peevey on April 17, 2006

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abb@eslawfirm.com;abonds@thelen.com;achang@nrdc.org;adamb@greenlining.org;aeg@cpuc.ca.gov;
agc@cpuc.ca.gov;agrimaldi@mckennalong.com;ahendrickson@commerceenergy.com;aimee.barnes@e
cosecurities.com;ajkatz@mwe.com;akbar.jazayeri@sce.com;akelly@climatetrust.org;alan.comnes@nrge
nergy.com;aldyn.hoekstra@paceglobal.com;alex.kang@itron.com;alho@pge.com;amber@ethree.com;an
drew;bradford@constellation.com;andrew.mcallister@energycenter.org;andy.vanhorn@vhcenergy.com;a
nita.hart@swgas.com;annabelle.malins@fco.gov.uk;apak@sempraglobal.com;arno@recurrentenergy.co
m;atrial@sempra.com;atrowbridge@daycartermurphy.com;Audra.Hartmann@Dynegy.com;aweller@sel.c
om;ayk@cpuc.ca.gov;bbaker@summitblue.com;bbc@cpuc.ca.gov;bbeebe@smud.org;bblevins@energy.
state.ca.us;bcragg@goodinmacbride.com;bdicapo@caiso.com;bernardo@braunlegal.com;beth@beth411
.com;Betty.Seto@kema.com;bill.chen@constellation.com;bill.schrand@swgas.com;bjeider@ci.burbank.c
a.us;bjl@bry.com;bjones@mjbradley.com;bkc7@pge.com;blm@cpuc.ca.gov;bmcc@mccarthylaw.com;b
mcquown@reliant.com;Bob.lucas@calobby.com;bpotts@foley.com;bpurewal@water.ca.gov;brabe@umic
h.edu;brbarkovich@earthlink.net;brbc@pge.com;brenda.lemay@horizonwind.com;burraw@rff.org;bushi
nsky@pewclimate.org;bwallerstein@aqrtmd.gov;bwetstone@hotmail.com;C_Marnay@lbl.gov;cadams@c
ovantaenergy.com;californiadockets@pacificorp.com;carla.peterman@gmail.com;carter@ieta.org;case.a
dmin@sce.com;cathy.karlstad@sce.com;cbaskette@enernoc.com;cbreidenich@yahoo.com;cchen@ucs
usa.org;cem@newsdata.com;cf1@cpuc.ca.gov;cft@cpuc.ca.gov;charlie.blair@delta-
ee.com;chilen@sppc.com;cjw5@pge.com;ckmitchell1@sbcglobal.net;ckrupka@mwe.com;clarence.binni
nger@doj.ca.gov;clark.bernier@rlw.com;clyde.murley@comcast.net;cmkehrein@ems-
ca.com;colin.petheram@att.com;cpe@cpuc.ca.gov;cpechman@powereconomics.com;cswoollums@mid
american.com;curt.barry@iwpnews.com;curtis.kebler@gs.com;cweddington@commerceenergy.com;Cyn
thia.A.Fonner@constellation.com;cynthia.schultz@pacificorp.com;daking@sempra.com;Dan.adler@calce
f.org;danskoppec@gmail.com;Dansvec@hdo.net;dave@ppallc.com;david.zonana@doj.ca.gov;david@bran
chcomb.com;david@nemtzow.com;davidreynolds@ncpa.com;dbrooks@nevpl.com;deborah.slon@doj.ca
gov;dehling@klng.com;derek@climateregistry.org;dhecht@sempratrading.com;dhuard@manatt.com;Dia
ne_Fellman@fpl.com;dietrichlaw2@earthlink.net;dil@cpuc.ca.gov;dkk@eslawfirm.com;dks@cpuc.ca.gov
;dmacmull@water.ca.gov;dmetz@energy.state.ca.us;dniehaus@semprautilities.com;douglass@energyat
torney.com;dseperas@calpine.com;dsh@cpuc.ca.gov;dsoyars@sppc.com;dtibbs@aes4u.com;dwang@n
rdc.org;dwood8@cox.net;dws@r-c-s-
inc.com;echiang@elementmarkets.com;edm@cpuc.ca.gov;edwardoneill@dwt.com;egw@-
klaw.com;ehadley@reupower.com;ej_wright@oxy.com;ek@-
klaw.com;ekgrubaugh@iid.com;eks@cpuc.ca.gov;ELL5@pge.com;elvine@lbl.gov;emahlon@ecoact.org;
emello@sppc.com;epoole@adplaw.com;e-
recipient@caiso.com;etiedemann@kmtg.com;ewolfe@resero.com;ez@pointcarbon.com;farrokh.albuyeh
@oati.net;fiji.george@elpaso.com;filings@-
klaw.com;fjs@cpuc.ca.gov;fstern@summitblue.com;fwmonier@tid.org;gbarch@knowledgeinenergy.com;
gblue@enxco.com;gcollord@arb.ca.gov;george.hopley@barcap.com;ghinners@reliant.com;GloriaB@an
zaelectric.org;glw@eslawfirm.com;gmorris@emf.net;gpickering@navigantconsulting.com;gregory.koiser
@constellation.com;grosenblum@caiso.com;gsmith@adamsbroadwell.com;GX2@pge.com;harveyeder

pspc.org@hotmail.com;hayley@turn.org;hchronin@water.ca.gov;hgolub@nixonpeabody.com;hoerner@redefiningprogress.org;hurlock@water.ca.gov;HYao@SempraUtilities.com;hym@cpuc.ca.gov;info@calseia.org;Jairam.gopal@sce.com;james.keating@bp.com;janill.richards@doj.ca.gov;jarmstrong@goodinmacbride.com;jason.dubchak@niskags.com;jbf@cpuc.ca.gov;jbw@slwplc.com;jchamberlin@strategicenergy.com;jci@cpuc.ca.gov;JDF1@PGE.COM;jdh@eslawfirm.com;jdoll@arb.ca.gov;jeanne.sole@sfgov.org;jeffgray@dwt.com;jen@cnt.org;jenine.schenk@apses.com;jennifer.porter@energycenter.org;JerryL@abag.ca.gov;jesus.arredondo@nrgenergy.com;jf2@cpuc.ca.gov;jgill@caiso.com;jgreco@terrapower.com;jhahn@covantaenergy.com;jholtkamp@hollandhart.com;jimross@r-c-s-inc.com;jj.prucnal@swgas.com;jk1@cpuc.ca.gov;jkarp@winston.com;jkloberdanz@semprautilities.com;jlawn@apogee.net;jleslie@luce.com;jluckhardt@downeybrand.com;jm3@cpuc.ca.gov;jnm@cpuc.ca.gov;joy_dy_london_consulting@earthlink.net;Joe.paul@dynegy.com;john.hughes@sce.com;johnredding@earthlink.net;jol@cpuc.ca.gov;josephhenri@hotmail.com;joyw@mid.org;jsanders@caiso.com;jscancarelli@flk.com;jsqueri@gmssr.com;jst@cpuc.ca.gov;jtp@cpuc.ca.gov;julie.martin@bp.com;jwiedman@goodinmacbride.com;jwmctarnaghan@duanemorris.com;jwmctarnaghan@duanemorris.com;jxa2@pge.com;karen@klinedh.com;karla.dailey@cityofpaloalto.org;Kathryn.Wig@nrgenergy.com;kbowen@winston.com;kolburn@symbioticstrategies.com;kdusel@navigantconsulting.com;kdw@woodruff-expertservices.com;keith.mccrea@sablaw.com;kellie.smith@sen.ca.gov;kelly.barr@srpnet.com;ken.alex@doj.ca.gov;ken.alex@doj.ca.gov;kenneth.swain@navigantconsulting.com;kerry.hattevik@mirant.com;kevin.budreau@calpine.com;kfox@wsgr.com;kgough@calpine.com;kgrenfell@nrdc.org;kgriffin@energy.state.ca.us;kjinnovation@earthlink.net;kjsimonsen@ems-ca.com;kkhoja@thelenreid.com;klatt@energyattorney.com;kmills@cfbf.com;kmkiener@fox.net;koconnor@winston.com;kowalewska@calpine.com;krd@cpuc.ca.gov;kyle.l.davis@pacificorp.com;kyle.silon@ecosecurities.com;kyle_boudreau@fpl.com;lars@resource-solutions.org;Laura.Genao@sce.com;lcottle@winston.com;idecarlo@energy.state.ca.us;leilani.johnson@ladwp.com;liddell@energyattorney.com;lisa.c.schwartz@state.or.us;lisa_weinzimer@platts.com;llorenz@semprautilities.com;llund@commerceenergy.com;lmh@eslawfirm.com;Lorraine.Paskett@ladwp.com;lparck@navigantconsulting.com;lrdevanna-rf@cleanenergysystems.com;lrm@cpuc.ca.gov;lschavrien@semprautilities.com;ltenhope@energy.state.ca.us;ltt@cpuc.ca.gov;marcel@turn.org;marcie.milner@shell.com;mary.lynch@constellation.com;mclaughlin@braunlegal.com;mday@goodinmacbride.com;mdjoseph@adamsbroadwell.com;mflorio@turn.org;mgarcia@arb.ca.gov;mgillette@enernoc.com;mhyams@sfwater.org;Mike@alpinenaturalgas.com;mjd@cpuc.ca.gov;mmattes@nossaman.com;mmazur@3phasesRenewables.com;mona@landsiteinc.net;monica.schwebs@bingham.com;mpa@aklaw.com;mpryor@energy.state.ca.us;mrw@mrwassoc.com;mscheibl@arb.ca.gov;mwaugh@arb.ca.gov;nenbar@energy-insights.com;ner@cpuc.ca.gov;nes@a-klaw.com;nlenssen@energy-insights.com;norman.furuta@navy.mil;notice@psrec.coop;npedersen@hanmor.com;nrader@calwea.org;nsuetake@turn.org;ntronaas@energy.state.ca.us;nwhang@manatt.com;obartho@smud.org;obystrom@ceracom;ofoote@hkclf-law.com;pbarthol@energy.state.ca.us;pburmich@arb.ca.gov;pduvair@energy.state.ca.us;pepper@cleanpowermarkets.com;phanschen@mofo.com;Philip.H.Carver@state.or.us;philm@scdenergy.com;pjazayeri@stroock.com;ppettingill@caiso.com;psp@cpuc.ca.gov;pssed@adelphia.net;pstoner@lgc.org;pthompson@summitblue.com;pvallen@thelen.com;pw1@cpuc.ca.gov;pzs@cpuc.ca.gov;rachel@ceert.org;ralf1241a@cs.com;ralph.dennis@constellation.com;ram@cpuc.ca.gov;randy.howard@ladwp.com;randy.sable@swgas.com;rapcowart@aol.com;ray.welch@navigantconsulting.com;rhelgeson@scppa.org;RHHJ@pge.com;rhwiser@lbl.gov;richards@mid.org;rick_noger@praxair.com;rita@ritanortonconsulting.com;rkeen@mannatt.com;rkmoore@gswater.com;rmccann@umich.edu;rmiller@energy.state.ca.us;rmm@cpuc.ca.gov;rmorillo@ci.burbank.ca.us;robert.pettinato@ladwp.com;Robert.Rozanski@ladwp.com;roger.montgomery@swgas.com;rogerv@mid.org;ron.deaton@ladwp.com;rprince@semprautilities.com;rreinhard@mofo.com;rtaylor@srpnet.com;rsa@a-klaw.com;rschmidt@bartlewells.com;rsmutny-jones@caiso.com;rwinthrop@pilotpowergroup.com;ryan.flynn@pacificorp.com;S1L7@pge.com;saeed.farokhpay@ferc.gov;samuel.r.sadler@state.or.us;sandra.carolina@swgas.com;Sandra.ely@state.nm.us;sas@a-klaw.com;sasteriadis@apx.com;sbeatty@cwclaw.com;sberlin@mccarthylaw.com;sbeserra@sbcglobal.net;scarter@nrdc.org;scohn@smud.org;scott.tomashefsky@ncpa.com;scottanders@sandiego.edu;scr@cpuca.gov;sdhilton@stoel.com;SEHC@pge.com;sellis@fypower.org;sendo@ci.pasadena.ca.us;sephra.ninow@energycenter.org;sgm@cpuc.ca.gov;slins@ci.glendale.ca.us;sls@a-

klaw.com;smichel@westernresources.org;smindel@knowledgeinenergy.com;smk@cpuc.ca.gov;snewsm@semprautilities.com;spauker@wsgr.com;sscb@pge.com;ssmyers@att.net;steve.koerner@elpaso.com;steve@schiller.com;stevek@kromer.com;steven.huhman@morganstanley.com;steven.schleimer@barclayscapital.com;steven@iepa.com;steven@lipmanconsulting.com;steven@moss.net;svn@cpuc.ca.gov;svongdeuane@semprasolutions.com;svs6@pge.com;tam@cpuc.ca.gov;tburke@sfwater.org;tcarlson@reliant.com;tcx@cpuc.ca.gov;tdarton@pilotpowergroup.com;tdillard@sppc.com;THAMILTON5@CHARTER.NET;thunt@cecmail.org;tiffany.rau@bp.com;tim.hemig@nrgenergy.com;todil@mckennalong.com;Tom.Elie@powerex.com;tomb@crossborderenergy.com;tomk@mid.org;trdill@westernhubs.com;troberts@sempra.com;UHelman@caiso.com;vb@pointcarbon.com;vitaly.lee@aes.com;vjw3@pge.com;vprabhakaran@goodinmacbride.com;vwelch@environmentaldefense.org;wamer@kirkwood.com;wbooth@booth-law.com;westgas@aol.com;william.tomlinson@elpaso.com;wsm@cpuc.ca.gov;wtasat@arb.ca.gov;www@eslawfirm.com;wynne@braunlegal.com;ygross@sempraglobal.com;zac@cpuc.ca.gov;zaiontj@bp.com;

THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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Commissioner Assigned: Michael R. Peevey on April 17, 2006

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ALJ Assigned: Jonathan Lakritz on May 9, 2006

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Total number of addressees: 428

CALIFORNIA ENERGY MARKETS

517-B POTRERO AVE
SAN FRANCISCO CA 94110
Email: cem@newsdata.com
Status: INFORMATION

CALIFORNIA ISO

LEGAL AND REGULATORY DEPARTMENT
151 BLUE RAVINE ROAD
FOLSOM CA 95630
Email: e-recipient@caiso.com
Status: INFORMATION

DAN ADLER DIRECTOR, TECH AND POLICY
DEVELOPMENT

CALIFORNIA CLEAN ENERGY FUND
5 THIRD ST, STE 1125
SAN FRANCISCO CA 94103
Email: Dan.adler@calcef.org
Status: INFORMATION

FARROKH ALBUYEH VICE PRESIDENT
OPEN ACCESS TECHNOLOGY INTERNATIONAL INC
SUITE 910
1875 SOUTH GRANT ST
SAN MATEO CA 94402
Email: farrokh.albuyeh@oati.net
Status: INFORMATION

MAHLON ALDRIDGE
ECOLOGY ACTION
PO BOX 1188
SANTA CRUZ CA 95060
Email: emahlon@ecoact.org
Status: INFORMATION

CATHIE ALLEN CA STATE MGR.
PACIFICORP
825 NE MULTNOMAH ST, STE 2000
PORTLAND OR 97232
Email: californiadockets@pacificorp.com
Status: INFORMATION

WAYNE AMER PRESIDENT
MOUNTAIN UTILITIES
PO BOX 205
KIRKWOOD CA 95646
FOR: Mountain Utilities
Email: wamer@kirkwood.com
Status: PARTY

MRW & ASSOCIATES, INC.

1814 FRANKLIN ST, STE 720
OAKLAND CA 94612
Email: mrw@mrwassoc.com
Status: INFORMATION

CINDY ADAMS

COVANTA ENERGY CORPORATION
40 LANE ROAD
FAIRFIELD NJ 7004
FOR: Covanta Energy Corporation
Email: cadams@covantaenergy.com
Status: PARTY

CASE ADMINISTRATION

SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE., RM. 370
ROSEMEAD CA 91770
Email: case.admin@sce.com
Status: INFORMATION

MICHAEL P. ALCANTAR ATTORNEY

ALCANTAR & KAHL, LLP
120 MONTGOMERY ST, STE 2200
SAN FRANCISCO CA 94104
FOR: Cogeneration Association of California/Energy
Producers and Users Coalition
Email: mpa@a-klaw.com
Status: PARTY

KEN ALEX

PO BOX 944255
1300 I ST, STE 125
SACRAMENTO CA 94244-2550
FOR: People of the State of California
Email: ken.alex@doj.ca.gov
Status: STATE-SERVICE

PETER V. ALLEN

THELEN REID BROWN RAYSMAN & STEINER
101 SECOND ST, STE 1800
SAN FRANCISCO CA 94105
Email: pvallen@thelen.com
Status: INFORMATION

SCOTT J. ANDERS RESEARCH/ADMINISTRATIVE
DIRECTOR
UNIVERSITY OF SAN DIEGO SCHOOL OF LAW
5998 ALCALA PARK
SAN DIEGO CA 92110
Email: scottanders@sandiego.edu
Status: INFORMATION

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JASMIN ANSAR
PG&E
MAIL CODE B24A
PO BOX 770000
SAN FRANCISCO CA 94177
Email: jxa2@pge.com
Status: INFORMATION

JESUS ARREDONDO
NRG ENERGY INC.
4600 CARLSBAD BLVD.
CARLSBAD CA 99208
Email: jesus.arredondo@nrgenergy.com
Status: INFORMATION

ELIZABETH BAKER
SUMMIT BLUE CONSULTING
1722 14TH ST, STE 230
BOULDER CO 80304
Email: bbaker@summitblue.com
Status: INFORMATION

BARBARA R. BARKOVICH
BARKOVICH & YAP, INC.
44810 ROSEWOOD TERRACE
MENDOCINO CA 95460
Email: brbarkovich@earthlink.net
Status: INFORMATION

KELLY BARR MANAGER, REGULATORY AFFAIRS &
CONTRACTS
SALT RIVER PROJECT
PO BOX 52025, PAB 221
PHOENIX AZ 85072-2025
FOR: Salt River Project Agricultural Improvement and
Power District
Email: kelly.barr@srpnet.com
Status: PARTY

OBADIAH BARTHOLOMY MECHANICAL ENGINEER
SACRAMENTO MUNICIPAL UTILITY DISTRICT
M.S. B257
6201 S. ST
SACRAMENTO CA 95817
Email: obartho@smud.org
Status: INFORMATION

CARMEN E. BASKETTE SENIOR MGR MARKET
DEVELOPMENT
ENERNOC
594 HOWARD ST., STE 400
SAN FRANCISCO CA 94105
FOR: EnerNoc, Inc.
Email: cbaskette@enernoc.com
Status: INFORMATION

JEANNE B. ARMSTRONG ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY
505 SAN SIMEON ST, STE 900
SAN FRANCISCO CA 94111
FOR: Wild Goose Storage LLC
Email: jarmstrong@goodinmacbride.com
Status: PARTY

SAKIS ASTERIADIS
APX INC
1270 FIFTH AVE., STE 15R
NEW YORK NY 10029
Email: sasteriadis@apx.com
Status: INFORMATION

GARY BARCH
FELLON-MCCORD & ASSOCIATES, INC.
SUITE 2000
9960 CORPORATE CAMPUS DRIVE
LOUISVILLE KY 40223
Email: gbarch@knowledgeinenergy.com
Status: INFORMATION

AIMEE BARNES MANAGER REGULATORY AFFAIRS
ECOSECURITIES
HARVARD SQUARE
206 W. BONITA AVE
CLAREMONT CA 91711
Email: aimee.barnes@ecosecurities.com
Status: INFORMATION

CURT BARRY
717 K ST, STE 503
SACRAMENTO CA 95814
Email: curt.barry@iwpnews.com
Status: INFORMATION

PANAMA BARTHOLOMY ADVISOR TO CHAIR
PFANNENSTIEL
CALIFORNIA ENERGY COMMISSION
1516 9TH ST
SACRAMENTO CA 95814
Email: pbarthol@energy.state.ca.us
Status: INFORMATION

R. THOMAS BEACH
CROSSBORDER ENERGY
2560 NINTH ST, STE 213A
BERKELEY CA 94710-2557
FOR: the California Cogeneration Council
Email: tomb@crossborderenergy.com
Status: PARTY

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SEAN P. BEATTY ATTORNEY
COOPER, WHITE & COOPER, LLP
201 CALIFORNIA ST., 17TH FLR
SAN FRANCISCO CA 94111
Email: sbeatty@cwclaw.com
Status: PARTY

C. SUSIE BERLIN ATTORNEY
MC CARTHY & BERLIN, LLP
100 PARK CENTER PLAZA, STE 501
SAN JOSE CA 95113
FOR: Northern California Power Agency
Email: sberlin@mccarthylaw.com
Status: PARTY

CLARK BERNIER
RLW ANALYTICS
1055 BROADWAY, STE G
SONOMA CA 95476
Email: clark.bernier@rlw.com
Status: INFORMATION

CLARENCE BINNINGER DEPUTY ATTORNEY GENERAL
DEPARTMENT OF JUSTICE
455 GOLDEN GATE AVE, STE 11000
SAN FRANCISCO CA 94102
Email: clarence.binninger@doj.ca.gov
Status: STATE-SERVICE

B. B. BLEVINS EXECUTIVE DIRECTOR
CALIFORNIA ENERGY COMMISSION
1516 9TH ST, MS-39
SACRAMENTO CA 95814
FOR: California Energy Commission
Email: bblevins@energy.state.ca.us
Status: STATE-SERVICE

ASHLEE M. BONDS
THELEN REID BROWN RAYSMAN&STEINER LLP
SUITE 1800
101 SECOND ST
SAN FRANCISCO CA 94105
Email: abonds@thelen.com
Status: INFORMATION

KEVIN BOUDREAUX
CALPINE POWER AMERICA-CA, LLC
717 TEXAS AVE, STE 1000
HOUSTON TX 77002
FOR: Calpine Power America
Email: kevin.boudreaux@calpine.com
Status: PARTY

BUD BEEBE
SACRAMENTO MUNICIPAL UTIL DIST
MS B257
6201 S ST
SACRAMENTO CA 95817-1899
Email: bbeebe@smud.org
Status: INFORMATION

RYAN BERNARDO
BRAUN & BLAISING, P.C.
915 L ST, STE 1270
SACRAMENTO CA 95814
Email: bernardo@braunlegal.com
Status: INFORMATION

SARAH BESERRA
CALIFORNIA REPORTS
39 CASTLE HILL COURT
VALLEJO CA 94591
FOR: California Reports
Email: sbeserra@sbcglobal.net
Status: INFORMATION

CHARLIE BLAIR
DELTA ENERGY & ENVIRONMENT
15 GREAT STUART ST
EDINBURGH UK EH2 7TP UNITED KINGDOM
Email: charlie.blair@delta-ee.com
Status: INFORMATION

GREG BLUE
ENXCO DEVELOPMENT CORP
5000 EXECUTIVE PARKWAY, STE.140
SAN RAMON CA 94583
Email: gblue@enxco.com
Status: INFORMATION

WILLIAM H. BOOTH ATTORNEY
LAW OFFICES OF WILLIAM H. BOOTH
67 CARR DRIVE
MORAGA CA 94596
FOR: California Large Energy Consumers Association
Email: wbooth@booth-law.com
Status: INFORMATION

KYLE D. BOUDREAUX
FPL GROUP
700 UNIVERSE BLVD., JES/JB
JUNO BEACH FL 33408
FOR: FPL Energy Project Management
Email: kyle_boudreaux@fpl.com
Status: PARTY

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KAREN BOWEN ATTORNEY
WINSTON & STRAWN LLP
101 CALIFORNIA ST
SAN FRANCISCO CA 94111
FOR: Mirant California, LLCMirant Delta,LLC, and Mirant Potrero, LLC
Email: kbowen@winston.com
Status: PARTY

ANDREW BRADFORD SENIOR MARKET RESEARCH
ASSOCIATE
FELLON-MCCORD & ASSOCIATES
SUITE 2000
9960 CORPORATE CAMPUS DRIVE
LOUISVILLE KY 40223
Email: andrew.bradford@constellation.com
Status: INFORMATION

DOWNEY BRAND
DOWNEY BRAND
555 CAPITOL MALL, 10TH FLR
SACRAMENTO CA 95814-4686
FOR: Sacramento Municipal
Status: PARTY

ADAM BRIONES
THE GREENLINING INSTITUTE
1918 UNIVERSITY AVE, 2ND FLR
BERKELEY CA 94704
Email: adamb@greenlining.org
Status: INFORMATION

DONALD BROOKHYSER ATTORNEY
ALCANTAR & KAHL
120 MONTGOMERY ST
SAN FRANCISCO CA 94104
FOR: Cogeneration Association of California/Energy Producers and Users Coalition
Email: rsa@a-klaw.com
Status: PARTY

ANDREW BROWN ATTORNEY
ELLISON, SCHNEIDER & HARRIS, LLP
2015 H ST
SACRAMENTO CA 95811
FOR: Constellation New Energy, Inc.,Constellation Energy Commodities Group, Inc.Constellation Genration
Email: abb@eslawfirm.com
Status: PARTY

THERESA BURKE REGULATORY ANALYSTI
SAN FRANCISCO PUC
1155 MARKET ST, 4TH FLR
SAN FRANCISO CA 94103
Email: tburke@sfrwater.org
Status: INFORMATION

BIANCA BOWMAN RATE CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST, MAIL CODE B9A
SAN FRANCISCO CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY
Email: brbc@pge.com
Status: INFORMATION

DAVID BRANCHCOMB
BRANCHCOMB ASSOCIATES, LLC
9360 OAKTREE LANE
ORANGEVILLE CA 95662
Email: david@branchcomb.com
Status: INFORMATION

CLARE BREIDENICH
WESTERN POWER TRADING FORUM
224 1/2 24TH AVE EAST
SEATTLE WA 98112
FOR: WESTERN POWER TRADING FORUM
Email: cbreidenich@yahoo.com
Status: INFORMATION

GLORIA BRITTON
ANZA ELECTRIC COOPERATIVE, INC.
58470 HWY 371
PO BOX 391909
ANZA CA 92539
FOR: Anza Electric Cooperative Inc.
Email: GloriaB@anzaelectric.org
Status: PARTY

DOUGLAS BROOKS NEVADA POWER COMPANY
SIERRA PACIFIC POWER COMPANY
6226 WEST SAHARA AVE
LAS VEGAS NV 89151
Email: dbrooks@nevp.com
Status: INFORMATION

VERONIQUE BUGNION
POINT CARBON
205 SEVERN RIVER RD
SEVERNA PARK MD 21146
Email: vb@pointcarbon.com
Status: INFORMATION

PAM BURMICH
AIR RESOURCES BOAD
1001 I ST, BOX 2815
SACRAMENTO CA 95812
Email: pburmich@arb.ca.gov
Status: STATE-SERVICE

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DALLAS BURTRAW
1616 P ST, NW
WASHINGTON DC 20036
Email: burtraw@rff.org
Status: INFORMATION

OLOF BYSTROM DIRECTOR, WESTERN ENERGY
CAMBRIDGE ENERGY RESEARCH ASSOCIATES
555 CALIFORNIA ST, 3RD FLR
SAN FRANCISCO CA 94104
Email: obystrom@cera.com
Status: INFORMATION

Andrew Campbell
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5203
SAN FRANCISCO CA 94102-3214
Email: agc@cpuc.ca.gov
Status: STATE-SERVICE

SANDRA CAROLINA
SOUTHWEST GAS CORPORATION
PO BOX 98510
LAS VEGAS NV 89193-8510
Email: sandra.carolina@swgas.com
Status: INFORMATION

SHERYL CARTER
NATURAL RESOURCES DEFENSE COUNCIL
111 SUTTER ST, 20TH FLR
SAN FRANCISCO CA 94104
Email: scarter@nrdc.org
Status: INFORMATION

JENNIFER CHAMBERLIN MGR. OF REG. AND GOV.
AFFAIRS
STRATEGIC ENERGY, LLC
2633 WELLINGTON CT.
CLYDE CA 94520
FOR: Strategic Energy, LLC
Email: jchamberlin@strategicenergy.com
Status: PARTY

Bishu Chatterjee
CALIF PUBLIC UTILITIES COMMISSION
RATEMAKING BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: bbc@cpuc.ca.gov
Status: STATE-SERVICE

JOSHUA BUSHINSKY WESTERN POLICY
COORDINATOR
PEW CENTER ON GLOBAL CLIMATE CHANGE
2101 WILSON BLVD., STE 550
ARLINGTON VA 95816
Email: bushinskyj@pewclimate.org
Status: INFORMATION

Eugene Cadenasso
CALIF PUBLIC UTILITIES COMMISSION
RATEMAKING BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: cpe@cpuc.ca.gov
Status: STATE-SERVICE

TRENT A. CARLSON
RELIANT ENERGY
1000 MAIN ST
HOUSTON TX 77001
Email: tcarlson@reliant.com
Status: INFORMATION

IAN CARTER POLICY COORDINATOR-NORTH AMERICA
INTERNATIONAL EMISSIONS TRADING ASSN.
350 SPARKS ST, STE. 809
OTTAWA ON K1R 7S8 CANADA
FOR: International Emissions Trading Association
Email: carter@ieta.org
Status: PARTY

PHIL CARVER
OREGON DEPARTMENT OF ENERGY
625 MARION ST., NE
SALEM OR 97301-3737
Email: Philip.H.Carver@state.or.us
Status: INFORMATION

AUDREY CHANG STAFF SCIENTIST
NATURAL RESOURCES DEFENSE COUNCIL
111 SUTTER ST, 20TH FLR
SAN FRANCISCO CA 94104
FOR: NATURAL RESOURCES DEFENSE COUNCIL
Email: achang@nrdc.org
Status: PARTY

CLIFF CHEN
UNION OF CONCERNED SCIENTIST
2397 SHATTUCK AVE, STE 203
BERKELEY CA 94704
FOR: Union of Concerned Scientists
Email: cchen@ucsusa.org
Status: PARTY

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WILLIAM H. CHEN DIRECTOR, ENERGY POLICY WEST REGION
CONSTELLATION NEW ENERGY, INC.
SPEAR TOWER, 36TH FLOOR
ONE MARKET ST
SAN FRANCISCO CA 94105
FOR: Union of Concerned Scientists
Email: bill.chen@constellation.com
Status: PARTY

ED CHIANG
ELEMENT MARKETS, LLC
ONE SUGAR CREEK CENTER BLVD., STE 250
SUGAR LAND TX 77478
Email: echiang@elementmarkets.com
Status: INFORMATION

Zach Church
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 2252
SAN FRANCISCO CA 94102-3214
Email: zac@cpuc.ca.gov
Status: STATE-SERVICE

KENNETH A. COLBURN
SYMBILTIC STRATEGIES, LLC
26 WINTON ROAD
MEREDITH NH 3253
Email: kcolburn@symbioticstrategies.com
Status: INFORMATION

ALAN COMMES
WEST COAST POWER
3934 SE ASH ST
PORTLAND OR 97214
Email: alan.commes@nrgenergy.com
Status: INFORMATION

RICHARD COWART
REGULATORY ASSISTANCE PROJECT
50 STATE ST, STE 3
MONTPELIER VT 5602
Email: rapcowart@aol.com
Status: INFORMATION

HOLLY B. CRONIN STATE WATER PROJECT
OPERATIONS DIV
CALIFORNIA DEPARTMENT OF WATER RESOURCES
3310 EL CAMINO AVE., LL-90
SACRAMENTO CA 95821
Email: hcronin@water.ca.gov
Status: STATE-SERVICE

BRIAN K. CHERRY VICE PRESIDENT, REGULATORY RELATIONS
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MAIL CODE: B10C
SAN FRANCISCO CA 94177
FOR: Pacific Gas and Electric Company
Email: bkc7@pge.com
Status: PARTY

Theresa Cho
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5207
SAN FRANCISCO CA 94102-3214
Email: tcx@cpuc.ca.gov
Status: STATE-SERVICE

STEVEN M. COHN ASSISTANT GENERAL COUNSEL
SACRAMENTO MUNICIPAL UTILITY DISTRICT
PO BOX 15830
SACRAMENTO CA 95852-1830
FOR: Sacramento Municipal Utility District
Email: scohn@smud.org
Status: PARTY

GARY COLLORD STATIONARY SOURCE DIVISION
AIR RESOURCES BOARD
1001 I ST, PO BOX 2815
SACRAMENTO CA 95812
Email: gcollord@arb.ca.gov
Status: STATE-SERVICE

LISA A. COTTLE ATTORNEY
WINSTON & STRAWN LLP
101 CALIFORNIA ST, 39TH FLR
SAN FRANCISCO CA 94111
FOR: Mirant California, LLC,Mirant Delta, LLC, and Mirant Potrero, LLC
Email: lcottle@winston.com
Status: PARTY

BRIAN T. CRAGG ATTORNEY
GOODIN, MACBRIDE, SQUERI, RITCHIE & DAY
505 SANOME ST, STE 900
SAN FRANCISCO CA 94111
FOR: Independent Energy Producers Association
Email: bcragg@goodinmacbride.com
Status: PARTY

SEBASTIEN CSAPO
PG&E PROJECT MGR.
MAIL CODE B9A
PO BOX 770000
SAN FRANCISCO CA 94177
Email: sscb@pge.com
Status: INFORMATION

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RAYMOND J. CZAHAR, C.P.A. CHIEF FINANCIAL
OFFICER

WEST COAST GAS COMPANY

9203 BEATTY DRIVE

SACRAMENTO CA 95826

Email: westgas@aol.com

Status: PARTY

THOMAS DARTON
PILOT POWER GROUP, INC.
SUITE 520
8910 UNIVERSITY CENTER LANE
SAN DIEGO CA 92122
FOR: Pilot Power Group
Email: tdarton@pilotpowergroup.com
Status: PARTY

MICHAEL B. DAY ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSCOME ST, STE 900
SAN FRANCISCO CA 94111
FOR: Solar Alliance
Email: mday@goodinmacbride.com
Status: PARTY

RONALD F. DEATON
LOS ANGELES DEPARTMENT OF WATER & POWER
111 NORTH HOPE ST, RM 1550
LOS ANGELES CA 90012
FOR: Los Angeles Department of Water and Power
Email: ron.deaton@ladwp.com
Status: PARTY

PAUL DELANEY
AMERICAN UTILITY NETWORK (A.U.N.)
10705 DEER CANYON DRIVE
ALTA LOMA CA 91737
FOR: American Utility Network
Email: pssed@adelphia.net
Status: PARTY

LEONARD DEVANNA EXECUTIVE VICE PRESIDENT
CLEAN ENERGY SYSTEMS, INC.
11330 SUNCO DRIVE, STE A
RANCHO CORDOVA CA 95742
FOR: Clean Energy Systems, Inc.
Email: lrdevanna-rf@cleanenergysystems.com
Status: PARTY

WILLIAM F. DIETRICH ATTORNEY
DIETRICH LAW
2977 YGNACIO VALLEY ROAD, 613
WALNUT CREEK CA 94598-3535
Email: dietrichlaw2@earthlink.net
Status: INFORMATION

KARLA DAILEY
CITY OF PALO ALTO
UTILITIES DEPARTMENT
BOX 10250
PALO ALTO CA 94303
Email: karla.dailey@cityofpaloalto.org
Status: INFORMATION

KYLE L. DAVIS
PACIFICORP
825 NE MULTNOMAH ST., 20TH FLR
PORTLAND OR 97232
FOR: PacifiCorp
Email: kyle.l.davis@pacificorp.com
Status: PARTY

Matthew Deal
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5215
SAN FRANCISCO CA 94102-3214
Email: mjd@cpuc.ca.gov
Status: STATE-SERVICE

LISA DECARLO STAFF COUNSEL
CALIFORNIA ENERGY COMMISSION
1516 9TH ST MS-14
SACRAMENTO CA 95814
Email: ldecarlo@energy.state.ca.us
Status: STATE-SERVICE

RALPH E. DENNIS DIRECTOR, REGULATORY AFFAIRS
FELLON-MCCORD & ASSOCIATES
CONSTELLATION NEWENERGY-GAS DIVISION
9960 CORPORATE CAMPUS DRIVE, STE 2000
LOUISVILLE KY 40223
Email: ralph.dennis@constellation.com
Status: INFORMATION

BALDASSARO DI CAPO
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: California Independent System Operator
Email: bdicapo@caiso.com
Status: PARTY

THOMAS DILL PRESIDENT
LODI GAS STORAGE, L.L.C.
1021 MAIN ST STE 1500
HOUSTON TX 77002-6509
Email: trdill@westernhubs.com
Status: PARTY

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TREVOR DILLARD
SIERRA PACIFIC POWER COMPANY
PO BOX 10100
6100 NEIL ROAD, MS S4A50
RENO NV 89520-0024
Email: tdillard@sppc.com
Status: INFORMATION

DANIEL W. DOUGLASS ATTORNEY
DOUGLASS & LIDDELL
21700 OXNARD ST, STE 1030
WOODLAND HILLS CA 91367
FOR: Western Power Trading Forum
Email: douglass@energyattorney.com
Status: PARTY

KIRBY DUSEL
NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, STE 600
RANCHO CORDOVA CA 95670
Email: kdusel@navigantconsulting.com
Status: INFORMATION

PIERRE H. DUVAIR
CALIFORNIA ENERGY COMMISSION
1516 NINTH ST, MS-41
SACRAMENTO CA 95814
Email: pduvair@energy.state.ca.us
Status: STATE-SERVICE

DENNIS M.P. EHLING ATTORNEY
KIRKPATRICK & LOCKHART NICHOLSON GRAHAM
10100 SANTA MONICA BLVD., 7TH FLR
LOS ANGELES CA 90067
FOR: City of Vernon
Email: dehling@klng.com
Status: PARTY

SHAUN ELLIS
2183 UNION ST
SAN FRANCISCO CA 94123
Email: sellis@fypower.org
Status: INFORMATION

NADAV ENBAR
ENERGY INSIGHTS
1750 14TH ST, STE 200
BOULDER CO 80302
Email: [nenbar@energy-insights.com](mailto:nabar@energy-insights.com)
Status: INFORMATION

JEFFREY DOLL
CALIFORNIA AIR RESOURCES BOARD
PO BOX 2815 1001 I ST
SACRAMENTO CA 95812
Email: jdoll@arb.ca.gov
Status: STATE-SERVICE

JASON A. DUBCHAK VICE PRESIDENT/GENERAL COUNSEL
WILD GOOSE STORAGE LLC
C/O NISKAGAS STORAGE, SUITE 400
607 8TH AVE S.W.
CALGARY AB T2P 0A7 CANADA
FOR: Wild Goose Storage LLC
Email: jason.dubchak@niskags.com
Status: PARTY

JOHN DUTCHER VICE PRESIDENT - REGULATORY AFFAIRS
MOUNTAIN UTILITIES
3210 CORTE VALENCIA
FAIRFIELD CA 94534-7875
FOR: MOUNTAIN UTILITIES
Email: ralf1241a@cs.com
Status: INFORMATION

HARVEY EDER
PUBLIC SOLAR POWER COALITION
1218 12TH ST., 25
SANTA MONICA CA 90401
Email: harveyederpspc.org@hotmail.com
Status: INFORMATION

THOMAS ELGIE
POWEREX CORPORATION
1400, 666 BURRARD ST
VANCOUVER BC V6C 2X8 CANADA
Email: Tom.Elgie@powerex.com
Status: INFORMATION

SANDRA ELY
NEW MEXICO ENVIRONMENT DEPARTMENT
1190 ST FRANCIS DRIVE
SANTA FE NM 87501
Email: Sandra.ely@state.nm.us
Status: INFORMATION

STEVE ENDO
PASADENA DEPARTMENT OF WATER & POWER
45 EAST GLENARM ST
PASADENA CA 91105
Email: sendo@ci.pasadena.ca.us
Status: INFORMATION

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SAEED FARROKHPAY
FEDERAL ENERGY REGULATORY COMMISSION
110 BLUE RAVINE RD., STE 107
FOLSOM CA 95630
Email: saeed.farrokhpay@ferc.gov
Status: INFORMATION

Julie A. Fitch
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
505 VAN NESS AVE RM 5119
SAN FRANCISCO CA 94102-3214
Email: jf2@cpuc.ca.gov
Status: STATE-SERVICE

RYAN FLYNN
PACIFICORP
825 NE MULTNOMAH ST, 18TH FLR
PORTLAND OR 97232
Email: ryan.flynn@pacificorp.com
Status: PARTY

CYNTHIA A. FONNER SENIOR COUNSEL
CONSTELLATION ENERGY GROUP INC
500 WEST WASHINGTON ST, STE 300
CHICAGO IL 60661
FOR: Constellation Energy Group Inc
Email: Cynthia.A.Fonner@constellation.com
Status: PARTY

Jamie Fordyce
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
505 VAN NESS AVE AREA 5-B
SAN FRANCISCO CA 94102-3214
Email: jbf@cpuc.ca.gov
Status: STATE-SERVICE

KEVIN FOX
WILSON SONSINI GOODRICH & ROSATI
ONE MARKET ST, SPEAR TOWER, 3300
SAN FRANCISCO CA 94105
Email: kfox@wsgr.com
Status: INFORMATION

MICHELLE GARCIA
AIR RESOURCES BOARD
1001 10TH ST
SACRAMENTO CA 95814
Email: mgarcia@arb.ca.gov
Status: STATE-SERVICE

DIANE I. FELLMAN DIRECTOR, REGULATORY AFFAIRS
FPL ENERGY PROJECT MANAGEMENT, INC.
234 VAN NESS AVE
SAN FRANCISCO CA 94102
FOR: FPL Energy Project Management Inc
Email: Diane_Fellman@fpl.com
Status: INFORMATION

MICHEL FLORIO ATTORNEYS AT LAW
711 VAN NESS AVE., STE. 350
SAN FRANCISCO CA 94102
Email: mflorio@turn.org
Status: INFORMATION

Cathleen A. Fogel
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: cf1@cpuc.ca.gov
Status: STATE-SERVICE

ORLANDO B. FOOTE, III ATTORNEY
HORTON, KNOX, CARTER & FOOTE
895 BROADWAY, STE 101
EL CENTRO CA 92243
Email: ofoote@hkcf-law.com
Status: INFORMATION

JONATHAN FORRESTER
PG&E
MAIL CODE N13C
PO BOX 770000
SAN FRANCISCO CA 94177
Email: JDF1@PGE.COM
Status: INFORMATION

NORMAN J. FURUTA ATTORNEY
FEDERAL EXECUTIVE AGENCIES
1455 MARKET ST., STE 1744
SAN FRANCISCO CA 94103-1399
Email: norman.furuta@navy.mil
Status: INFORMATION

LAURA I. GENAO ATTORNEY
SOUTHERN CALIFORNIA EDISON
PO BOX 800
2244 WALNUT GROVE AVE
ROSEMEAD CA 91770
FOR: SOUTHERN CALIFORNIA EDISON
Email: Laura.Genao@sce.com
Status: PARTY

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FIJI GEORGE
EL PASO CORPORATION
EL PASO BUILDING
PO BOX 2511
HOUSTON TX 77252
Email: fiji.george@elpaso.com
Status: INFORMATION

Anne Gillette
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: aeg@cpuc.ca.gov
Status: STATE-SERVICE

HOWARD V. GOLUB
NIXON PEABODY LLP
2 EMBARCADERO CENTER, STE. 2700
SAN FRANCISCO CA 94111
Email: hgolub@nixonpeabody.com
Status: INFORMATION

JAIRAM GOPAL
SOUTHERN CALIFORNIA EDISON
2244 WALNUT GROVE, GO1-C
ROSEMEAD CA 91770
Email: Jairam.gopal@sce.com
Status: INFORMATION

JEFFREY P. GRAY
DAVIS WRIGHT TREMAINE, LLP
505 MONTGOMERY ST, STE 800
SAN FRANCISCO CA 94111-6533
FOR: Calpine Corporation
Email: jeffgray@dwt.com
Status: PARTY

Jacqueline Greig
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRANCH
505 VAN NESS AVE RM 4102
SAN FRANCISCO CA 94102-3214
Email: jnm@cpuc.ca.gov
Status: STATE-SERVICE

KAREN GRIFFIN EXECUTIVE OFFICE
CALIFORNIA ENERGY COMMISSION
1516 9TH ST, MS 39
SACRAMENTO CA 95814
Email: kgriffin@energy.state.ca.us
Status: STATE-SERVICE

JULIE GILL EXTERNAL AFFAIRS MANAGER
CALIFORNIA INDEPENDENT SYSTEM OPERATOR
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: CAISO
Email: jgill@caiso.com
Status: STATE-SERVICE

MELANIE GILLETTE SR MGR WESTERN REG. AFFAIRS
ENERNOC, INC.
115 HAZELMERE DRIVE
FOLSOM CA 95630
Email: mgillette@enernoc.com
Status: INFORMATION

HAYLEY GOODSON ATTORNEY
THE UTILITY REFORM NETWORK
711 VAN NESS AVE, STE 350
SAN FRANCISCO CA 94102
Email: hayley@turn.org
Status: INFORMATION

KASSANDRA GOUGH
CALPINE CORPORATION
1127 11TH ST, STE 242
SACRAMENTO CA 95814
FOR: Calpine Corporation
Email: kgough@calpine.com
Status: INFORMATION

JOSEPH GRECO
TERRA-GEN POWER LLC
9590 PROTOTYPE COURT, STE 200
RENO NV 89521
Email: jgreco@terra-genpower.com
Status: INFORMATION

KRISTIN GRENFELL PROJECT ATTORNEY, CALIF.
ENERGY PROGRAM
NATIONAL RESOURCES DEFENSE COUNCIL
111 SUTTER ST, 20TH FLR
SAN FRANCISCO CA 94104
Email: kgrenfell@nrdc.org
Status: PARTY

ANN G. GRIMALDI
MCKENNA LONG & ALDRIDGE LLP
101 CALIFORNIA ST, 41ST FLR
SAN FRANCISCO CA 94111
FOR: Center for Energy and Economic Development
Email: agrimaldi@mckennalong.com
Status: PARTY

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YVONNE GROSS REGULATORY POLICY MANAGER
SEMPRA ENERGY
HQ08C
101 ASH ST
SAN DIEGO CA 92103
Email: ygross@sempraglobal.com
Status: INFORMATION

ELIZABETH W. HADLEY
CITY OF REDDING
777 CYPRESS AVE
REDDING CA 96001
Email: ehadley@reupower.com
Status: INFORMATION

SHAUN HALVERSON
PACIFIC GAS AND ELECTRIC COMPANY
PG&E MAIL CODE B9A
PO BOX 770000
SAN FRANCISCO CA 94177
FOR: PACIFIC GAS AND ELECTRIC COMPANY
Email: SEHC@pge.com
Status: INFORMATION

PETER W. HANSCHEN ATTORNEY
MORRISON & FOERSTER, LLP
101 YGNACIO VALLEY ROAD, STE 450
WALNUT CREEK CA 94596
Email: phanschen@mofo.com
Status: INFORMATION

ARNO HARRIS
RECURRENT ENERGY, INC.
1700 MONTGOMERY ST., STE 251
SAN FRANCISCO CA 94111
Email: arno@recurrentenergy.com
Status: INFORMATION

ANITA HART SENIOR SPECIALIST/STATE
REGULATORYAFFAIR
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS NV 89193
Email: anita.hart@swgas.com
Status: INFORMATION

KERRY HATTEVIK
MIRANT CORPORATION
696 WEST 10TH ST
PITTSBURG CA 94565
FOR: Mirant Corporation
Email: kerry.hattevik@mirant.com
Status: PARTY

ELSTON K. GRUBAUGH
IMPERIAL IRRIGATION DISTRICT
333 EAST BARIONI BLVD.
IMPERIAL CA 92251
Email: ekgrubaugh@iid.com
Status: INFORMATION

JEFFREY L. HAHN
COVANTA ENERGY CORPORATION
876 MT. VIEW DRIVE
LAFAYETTE CA 94549
Email: jhahn@covantaenergy.com
Status: INFORMATION

TOM HAMILTON MANAGING PARTNER
ENERGY CONCIERGE SERVICES
321 MESA LILA RD
GLENDALE CA 91208
Email: THAMILTON5@CHARTER.NET
Status: INFORMATION

ANDREW L. HARRIS
PACIFIC GAS & ELECTRIC COMPANY
PO BOX 770000 MAIL CODE B9A
SAN FRANCISCO CA 94177
Email: alho@pge.com
Status: PARTY

JEFFERY D. HARRIS ATTORNEY
ELLISON, SCHNEIDER & HARRIS LLP
2015 H ST
SACRAMENTO CA 95814-3109
FOR: Dynegy
Email: jdh@eslawfirm.com
Status: PARTY

AUDRA HARTMANN
DYNEGY INC.
980 NINTH ST, STE 2130
SACRAMENTO CA 95814
Email: Audra.Hartmann@Dynegy.com
Status: INFORMATION

LYNN HAUG
ELLISON, SCHNEIDER & HARRIS, LLP
2015 H ST
SACRAMENTO CA 95814-3109
Email: lmh@eslawfirm.com
Status: INFORMATION

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MARCEL HAWIGER
THE UTILITY REFORM NETWORK
711 VAN NESS AVE, STE 350
SAN FRANCISCO CA 94102
Email: marcel@turn.org
Status: PARTY

RICHARD HELGESON
SOUTHERN CALIFORNIA PUBLIC POWER AUTHORITY
225 S. LAKE AVE., STE 1250
PASADENA CA 91101
FOR: Southern California Public Power Authority
Email: rhelgeson@scppa.org
Status: PARTY

TIM HEMIG
NRG ENERGY, INC.
1819 ASTON AVE, STE 105
CARLSBAD CA 92008
Email: tim.hemig@nrgenergy.com
Status: INFORMATION

JOSEPH HENRI
31 MIRAMONTE ROAD
WALNUT CREEK CA 94597
Email: josephhenri@hotmail.com
Status: INFORMATION

SETH HILTON ATTORNEY
STOEL RIVES
111 SUTTER ST., STE 700
SAN FRANCISCO CA 94104
FOR: El Paso Natural Gas
Email: sdhilton@stoel.com
Status: INFORMATION

ALDYN HOEKSTRA
PACE GLOBAL ENERGY SERVICES
420 WEST BROADWAY, 4TH FLR
SAN DIEGO CA 92101
Email: aldyn.hoekstra@paceglobal.com
Status: INFORMATION

JAMES A. HOLT KAMP
HOLLAND & HART, LLP
60 EAST SOUTH TEMPLE, STE. 2000
SALT LAKE CITY UT 84111
Email: jholtkamp@hollandhart.com
Status: INFORMATION

DAN HECHT
SEMPRA ENERGY
58 COMMERCE ROAD
STANFORD CT 6902
Email: dhecht@sempratrading.com
Status: PARTY

UDI HELMAN
CALIFORNIA INDEPENDENT SYS. OPER. CORP
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: California Independent System Operator Corporation
Email: UHelman@caiso.com
Status: PARTY

ANNE HENDRICKSON DIRECTOR, REGULATORY
AFFAIRS
COMMERCE ENERGY INC
222 W. LAS COLINAS BLVD., STE. 950-E
IRVING TX 75039
FOR: COMMERCE ENERGY INC
Email: ahendrickson@commerceenergy.com
Status: INFORMATION

CHRISTOPHER A. HILEN ASSISTANT GENERAL
COUNSEL
SIERRA PACIFIC POWER COMPANY
6100 NEIL ROAD
RENO NV 89511
Email: chilen@sppc.com
Status: INFORMATION

GARY HINNERS
RELIANT ENERGY, INC.
PO BOX 148
HOUSTON TX 77001-0148
Email: ghinners@reliant.com
Status: INFORMATION

J. ANDREW HOERNER
REDEFINING PROGRESS
1904 FRANKLIN ST
OAKLAND CA 94612
Email: hoerner@redefiningprogress.org
Status: PARTY

LAURIE TEN HOPE ADVISOR TO COMMISSIONER
BYRON
CALIFORNIA ENERGY COMMISSION
1516 9TH ST, MS-32
SACRAMENTO CA 95814-5512
Email: ltenhope@energy.state.ca.us
Status: INFORMATION

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GEORGE HOPELY
BARCLAYS CAPITAL
200 PARK AVE
NEW YORK NY 10166
Email: george.hopley@barcap.com
Status: INFORMATION

DAVID L. HUARD ATTORNEY
MANATT, PHELPS & PHILLIPS, LLP
11355 WEST OLYMPIC BLVD
LOS ANGELES CA 90064
FOR: Los Angeles County/Trans Canada Pipelines
Email: dhuard@manatt.com
Status: PARTY

STEVEN HUHMAN
MORGAN STANLEY CAPITAL GROUP INC.
2000 WESTCHESTER AVE
PURCHASE NY 10577
Email: steven.huhman@morganstanley.com
Status: PARTY

TAMLYN M. HUNT ENERGY PROGRAM DIRECTOR
COMMUNITY ENVIRONMENTAL COUNCIL
26 W. ANAPAMU ST., 2ND FLR
SANTA BARBARA CA 93101
FOR: Community Environmental Council
Email: thunt@cecmail.org
Status: PARTY

MICHAEL A. HYAMS POWER ENTERPRISE-
REGULATORY AFFAIRS
SAN FRANCISCO PUBLIC UTILITIES COMM
1155 MARKET ST., 4TH FLR
SAN FRANCISCO CA 94103
Email: mhyams@sfrwater.org
Status: INFORMATION

AKBAR JAZAYERI
SOUTHERN CALIFORNIA EDISON COMPANY
PO BOX 800
2241 WALNUT GROVE AVE. RM 390
ROSEMEAD CA 91770
FOR: Southern California Edison Company
Email: akbar.jazayeri@sce.com
Status: PARTY

BRUNO JEIDER
BURBANK WATER & POWER
164 WEST MAGNOLIA BLVD.
BURBANK CA 91502
Email: bjeider@ci.burbank.ca.us
Status: INFORMATION

RANDY S. HOWARD
LOS ANGELES DEPT. OF WATER AND POWER
111 NORTH HOPE ST, RM 921
LOS ANGELES CA 90012
Email: randy.howard@ladwp.com
Status: INFORMATION

JOHN P. HUGHES MANAGER, REGULATORY AFFAIRS
SOUTHERN CALIFORNIA EDISON COMPANY
601 VAN NESS AVE, STE. 2040
SAN FRANCISCO CA 94102
Email: john.hughes@sce.com
Status: PARTY

RAYMOND HUNG
PG&E
PO BOX 770000 MAIL CODE B9A
SAN FRANCISCO CA 94177
Email: RHHJ@pge.com
Status: INFORMATION

CAROL J. HURLOCK
CALIFORNIA DEPT. OF WATER RESOURCES
JOINT OPERATIONS CENTER
3310 EL CAMINO AVE. RM 300
SACRAMENTO CA 95821
Email: hurlock@water.ca.gov
Status: STATE-SERVICE

Judith Ikle
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE RM 4012
SAN FRANCISCO CA 94102-3214
FOR: Energy Resources Branch
Email: jci@cpuc.ca.gov
Status: STATE-SERVICE

PETER JAZAYERI
STROOCK & STROOCK & LAVAN LLP
2029 CENTURY PARK EAST, STE 1800
LOS ANGELES CA 90067
Email: pjazayeri@stroock.com
Status: INFORMATION

KENNETH C. JOHNSON
KENNETH CARLISLE JOHNSON
2502 ROBERTSON RD
SANTA CLARA CA 95051
FOR: Kenneth Carlisle Johnson
Email: kjinnovation@earthlink.net
Status: PARTY

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LEILANI JOHNSON KOWAL
LOS ANGELES DEPT. OF WATER AND POWER
111 N. HOPE ST, RM 1050
LOS ANGELES CA 90012
FOR: LOS ANGELES DEPT. OF WATER AND POWER
Email: leilani.johnson@ladwp.com
Status: INFORMATION

MARC D. JOSEPH
ADAMS BRADWELL JOSEPH & CARDOZO
601 GATEWAY BLVD. STE 1000
SOUTH SAN FRANCISCO CA 94080
FOR: California Unions for Reliable Energy&Coalition of
California Utility Employees
Email: mdjoseph@adamsbroadwell.com
Status: PARTY

Sara M. Kamins
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: smk@cpuc.ca.gov
Status: STATE-SERVICE

CATHY A. KARLSTAD
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE.
ROSEMEAD CA 91770
FOR: Southern California Edison Company
Email: cathy.karlstad@sce.com
Status: PARTY

SUE KATELEY EXECUTIVE DIRECTOR
CALIFORNIA SOLAR ENERGY INDUSTRIES ASSN
PO BOX 782
RIO VISTA CA 94571
Email: info@calseia.org
Status: INFORMATION

JAMES W. KEATING
BP AMERICA, INC.
MAIL CODE 603-1E
150 W. WARRENVILLE RD.
NAPERVILLE IL 60563
Email: james.keating@bp.com
Status: INFORMATION

RANDALL W. KEEN ATTORNEY
MANATT PHELPS & PHILLIPS, LLP
11355 WEST OLYMPIC BLVD.
LOS ANGELES CA 90064
FOR: Los Angeles County
Email: rkeen@manatt.com
Status: INFORMATION

BRIAN M. JONES
M. J. BRADLEY & ASSOCIATES, INC.
47 JUNCTION SQUARE DRIVE
CONCORD MA 1742
Email: bjones@mjbradley.com
Status: INFORMATION

EVELYN KAHL ATTORNEY
ALCANTAR & KAHL, LLP
120 MONTGOMERY ST, STE 2200
SAN FRANCISCO CA 94104
FOR: Energy Producers & Users Coalition
Email: ek@a-klaw.com
Status: PARTY

ALEX KANG
ITRON, INC.
1111 BROADWAY, STE. 1800
OAKLAND CA 94607
Email: alex.kang@itron.com
Status: INFORMATION

JOSEPH M. KARP ATTORNEY
WINSTON & STRAWN LLP
101 CALIFORNIA ST
SAN FRANCISCO CA 94111-5802
FOR: California Cogeneration Council
Email: jkarp@winston.com
Status: PARTY

ADAM J. KATZ
MCDERMOTT WILL & EMERY LLP
600 13TH ST, NW.
WASHINGTON DC 20005
FOR: Morgan Stanley Capital Group, Inc.
Email: ajkatz@mwe.com
Status: PARTY

CURTIS L. KEBLER
J. ARON & COMPANY
SUITE 2600
2121 AVE OF THE STARS
LOS ANGELES CA 90067
FOR: J. Aron
Email: curtis.kebler@gs.com
Status: PARTY

CAROLYN M. KEHREIN
ENERGY MANAGEMENT SERVICES
1505 DUNLAP COURT
DIXON CA 95620-4208
Email: cmkehrein@ems-ca.com
Status: INFORMATION

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ALEXIA C. KELLY
THE CLIMATE TRUST
65 SW YAMHILL ST, STE 400
PORTLAND OR 97204
Email: akelly@climatetrust.org
Status: INFORMATION

DOUGLAS K. KERNER ATTORNEY
ELLISON, SCHNEIDER & HARRIS, LLP
2015 H ST
SACRAMENTO CA 95814
Email: dkk@eslawfirm.com
Status: INFORMATION

KIM KIENER
504 CATALINA BLVD.
SAN DIEGO CA 92106
Email: kmkiener@fox.net
Status: INFORMATION

DANIEL A. KING
SEMPRA ENERGY
101 ASH ST, HQ 12
SAN DIEGO CA 92101
Email: daking@sempra.com
Status: PARTY

JOSEPH R. KLOBERDANZ
SAN DIEGO GAS & ELECTRIC
PO BOX 1831
SAN DIEGO CA 92112
Email: jkloberdanz@semprautilities.com
Status: INFORMATION

GREGORY KOISER
CONSTELLATION NEW ENERGY, INC.
350 SOUTH GRAND AVE, STE 3800
LOS ANGELES CA 90071
FOR: Constellation New Energy
Email: gregory.koiser@constellation.com
Status: PARTY

STEVE KROMER
3110 COLLEGE AVE, APT 12
BERKELEY CA 94705
FOR: Steve Kromer
Email: stevek@kromer.com
Status: INFORMATION

STEVEN KELLY
INDEPENDENT ENERGY PRODUCERS
1215 K ST, STE 900
SACRAMENTO CA 95814
Email: steven@iepa.com
Status: INFORMATION

KHURSHID KHOJA ASSOCIATE
THELEN REID BROWN RAYSMAN & STEINER
101 SECOND ST, STE 1800
SAN FRANCISCO CA 94105
Email: kkhoja@thelenreid.com
Status: INFORMATION

THOMAS S. KIMBALL
MODESTO IRRIGATION DISTRICT
1231 11TH ST
MODESTO CA 95354
Email: tomk@mid.org
Status: INFORMATION

GREGORY KLATT ATTORNEY
DOUGLASS & LIDDELL
411 E. HUNTINGTON DRIVE, STE. 107-356
ARCADIA CA 91006
FOR: Alliance for Retail Energy Markets
Email: klatt@energyattorney.com
Status: PARTY

STEPHEN G. KOERNER, ESQ.
EL PASO CORPORATION
WESTERN PIPELINES
2 NORTH NEVADA AVE
COLORADO SPRINGS CO 80903
FOR: El Paso Natural Gas Company/Mojave Pipeline
Company
Email: steve.koerner@elpaso.com
Status: PARTY

AVIS KOWALEWSKI
CALPINE CORPORATION
3875 HOPYARD ROAD, STE 345
PLEASANTON CA 94588
Email: kowalewskia@calpine.com
Status: PARTY

CATHERINE M. KRUPKA
MCDERMOTT WILL AND EMERY LLP
600 THIRTEEN STREET, NW
WASHINGTON DC 20005
FOR: Morgan Stanley Capital Group, Inc.
Email: ckrupka@mwe.com
Status: PARTY

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LARS KVALE
CENTER FOR RESOURCE SOLUTIONS
PRESIDIO BUILDING 97
PO BOX 39512
SAN FRANCISCO CA 94129
FOR: Center for Resource Solution
Email: lars@resource-solutions.org
Status: PARTY

GERALD L. LAHR
ABAG POWER
101 EIGHTH ST
OAKLAND CA 94607
FOR: Association of Bay Area Governments
Email: JerryL@abag.ca.gov
Status: INFORMATION

MIKE LAMOND
ALPINE NATURAL GAS OPERATING CO. #1 LLC
PO BOX 550
VALLEY SPRINGS CA 95252
Email: Mike@alpinenaturalgas.com
Status: PARTY

Diana L. Lee
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
505 VAN NESS AVE RM 4300
SAN FRANCISCO CA 94102-3214
FOR: DRA
Email: dil@cpuc.ca.gov
Status: PARTY

BRENDA LEMAY DIRECTOR OF PROJECT
DEVELOPMENT
HORIZON WIND ENERGY
1600 SHATTUCK, STE 222
BERKELEY CA 94709
Email: brenda.lemay@horizonwind.com
Status: INFORMATION

JOHN W. LESLIE ATTORNEY
LUCE, FORWARD, HAMILTON & SCRIPPS, LLP
11988 EL CAMINO REAL, STE 200
SAN DIEGO CA 92130
Email: jleslie@luce.com
Status: INFORMATION

KAREN LINDH
CALIFORNIA ONSITE GENERATION
7909 WALERGA ROAD, NO. 112, PMB 119
ANTELOPE CA 95843
Email: karen@klindh.com
Status: INFORMATION

STEPHANIE LA SHAWN
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MAIL CODE B9A
SAN FRANCISCO CA 94177
Email: S1L7@pge.com
Status: INFORMATION

Jonathan Lakritz
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
505 VAN NESS AVE RM 5020
SAN FRANCISCO CA 94102-3214
Email: jol@cpuc.ca.gov
Status: STATE-SERVICE

JOHN LAUN
APOGEE INTERACTIVE, INC.
1220 ROSECRANS ST., STE 308
SAN DIEGO CA 92106
Email: jlaun@apogee.net
Status: INFORMATION

VITALY LEE
AES ALAMITOS, LLC
690 N. STUDEBAKER ROAD
LONG BEACH CA 90803
FOR: AES Southland LLC
Email: vitaly.lee@aes.com
Status: PARTY

NICHOLAS LENSEN
ENERGY INSIGHTS
1750 14TH ST, STE 200
BOULDER CO 80302
Email: nlenssen@energy-insights.com
Status: INFORMATION

DONALD C. LIDDELL
DOUGLASS & LIDDELL
2928 2ND AVE
SAN DIEGO CA 92103
FOR: California Natural Gas Vehicle Association/ Clean
Energy Fuels Corporation
Email: lid dell@energyattorney.com
Status: PARTY

STEVEN G. LINS GENERAL COUNSEL
GLENDALE WATER AND POWER
613 EAST BROADWAY, STE 220
GLENDALE CA 91206-4394
Email: slins@ci.glendale.ca.us
Status: INFORMATION

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ALJ Assigned: Jonathan Lakritz on May 9, 2006

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STEVEN A. LIPMAN
STEVEN LIPMAN CONSULTING
500 N. ST 1108
SACRAMENTO CA 95814
FOR: Lipman Consulting
Email: steven@lipmanconsulting.com
Status: INFORMATION

BILL LOCKYER STATE ATTORNEY GENERAL
STATE OF CALIFORNIA, DEPT OF JUSTICE
PO BOX 944255
SACRAMENTO CA 94244-2550
Email: ken.alex@doj.ca.gov
Status: STATE-SERVICE

LAD LORENZ V.P. REGULATORY AFFAIRS
SEMPRA UTILITIES
601 VAN NESS AVE, STE 2060
SAN FRANCISCO CA 94102
Email: llorenz@semprautilities.com
Status: PARTY

BOB LUCAS
LUCAS ADVOCATES
1121 L ST, STE 407
SACRAMENTO CA 95814
Email: Bob.lucas@calobby.com
Status: INFORMATION

JANE E. LUCKHARDT ATTORNEY
DOWNEY BRAND LLP
555 CAPITOL MALL, 10TH FLR
SACRAMENTO CA 95814
FOR: Sacramento Municipal Utility District
Email: jluckhardt@downeybrand.com
Status: PARTY

MARY LYNCH VP - REGULATORY AND LEGISLATIVE AFFAIRS
CONSTELLATION ENERGY COMMODITIES GROUP
2377 GOLD MEDAL WAY, STE 100
GOLD RIVER CA 95670
Email: mary.lynch@constellation.com
Status: PARTY

AMBER MAHONE
ENERGY & ENVIRONMENTAL ECONOMICS, INC.
101 MONTGOMERY ST, STE 1600
SAN FRANCISCO CA 94104
Email: amber@ethree.com
Status: INFORMATION

GRACE LIVINGSTON-NUNLEY ASSISTANT PROJECT MANAGER
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000 MAIL CODE B9A
SAN FRANCISCO CA 94177
Email: GXL2@pge.com
Status: INFORMATION

JODY S. LONDON
JODY LONDON CONSULTING
PO BOX 3629
OAKLAND CA 94609
Email: jody_london_consulting@earthlink.net
Status: INFORMATION

BARRY LOVELL
15708 POMERADO RD., STE 203
POWAY CA 92064
Email: bjl@bry.com
Status: INFORMATION

ED LUCHA CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MAIL CODE B9A
SAN FRANCISCO CA 94177
Email: ELL5@pge.com
Status: INFORMATION

LYNELLE LUND
COMMERCE ENERGY, INC.
600 ANTON BLVD., STE 2000
COSTA MESA CA 92626
FOR: Commerce Energy, Inc.
Email: llund@commerceenergy.com
Status: PARTY

DOUGLAS MACMULLLEN CHIEF, POWER PLANNING SECTION
CA DEPARTMENT OF WATER RESOURCES
3310 EL CAMINO AVE., RM 356
SACRAMENTO CA 95821
Email: dmacmull@water.ca.gov
Status: INFORMATION

ANNABELLE MALINS CONSUL-SCIENCE AND TECHNOLOGY
BRITISH CONSULATE-GENERAL
ONE SANSOME ST, STE 850
SAN FRANCISCO CA 94104
Email: annabelle.malins@fco.gov.uk
Status: INFORMATION

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DEREK MARKOLF
CALIFORNIA CLIMATE ACTION REGISTRY
515 S. FLOWER ST, STE 1640
LOS ANGELES CA 90071
Email: derek@climateregistry.org
Status: INFORMATION

CHRIS MARNAY
BERKELEY LAB
1 CYCLOTRON RD MS 90R4000
BERKELEY CA 94720-8136
Email: C_Marnay@lbl.gov
Status: INFORMATION

MARTIN A. MATTES
NOSSAMAN, GUTHNER, KNOX & ELLIOTT, LLP
50 CALIFORNIA ST,STE 3400
SAN FRANCISCO CA 94111
Email: mmattes@nossaman.com
Status: INFORMATION

MICHAEL MAZUR CHIEF TECHNICAL OFFICER
3 PHASES RENEWABLES, LLC
8333 ZITOLA TER
PLAYA DEL REY CA 90293-7835
FOR: 3 Phases Energy Services
Email: mmazur@3phasesRenewables.com
Status: PARTY

THOMAS MCCABE
EDISON MISSION ENERGY
18101 VON KARMAN AVE., STE 1700
IRVINE CA 92612
Status: INFORMATION

BARRY F. MCCARTHY ATTORNEY
MCCARTHY & BERLIN, LLP
100 PARK CENTER PLAZA, STE 501
SAN JOSE CA 95113
FOR: Northern California Generation Coalition
Email: bmcc@mccarthylaw.com
Status: PARTY

KEITH R. MCCREA ATTORNEY
SUTHERLAND, ASBILL & BRENNAN, LLP
1275 PENNSYLVANIA AVE., NW
WASHINGTON DC 20004-2415
FOR: California Manufacturers & Technology Assn.
Email: keith.mccrea@sablaw.com
Status: PARTY

Jaclyn Marks
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5306
SAN FRANCISCO CA 94102-3214
Email: jm3@cpuc.ca.gov
Status: STATE-SERVICE

JULIE L. MARTIN WEST ISO COORDINATOR
NORTH AMERICA GAS AND POWER
BP ENERGY COMPANY
501 WESTLAKE PARK BLVD.
HOUSTON TX 77079
Email: julie.martin@bp.com
Status: INFORMATION

DANIELLE MATTHEWS SEPERAS
CALPINE CORPORATION
1127 11TH ST, STE 242
SACRAMENTO CA 95814
FOR: Calpine Corporation
Email: dseperas@calpine.com
Status: INFORMATION

ANDREW MCALLISTER DIRECTOR OF OPERATIONS
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY
8690 BALBOA AVE., STE 100
SAN DIEGO CA 92123
Email: andrew.mcallister@energycenter.org
Status: INFORMATION

RICHARD MCCANN, PH.D
M. CUBED
2655 PORTAGE BAY, STE 3
DAVIS CA 95616
Email: rmccann@umich.edu
Status: INFORMATION

Wade McCartney
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
770 L ST, STE 1050
SACRAMENTO CA 95814
Email: wsm@cpuc.ca.gov
Status: STATE-SERVICE

MARY McDONALD DIRECTOR OF STATE AFFAIRS
CALIFORNIA INDEPENDENT SYSTEM OPERATOR
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: CAISO
Status: STATE-SERVICE

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JEN MCGRAW
CENTER FOR NEIGHBORHOOD TECHNOLOGY
PO BOX 14322
SAN FRANCISCO CA 94114
Email: jen@cnt.org
Status: INFORMATION

RACHEL MCMAHON DIR. OF REG. AFFAIRS
CEERT
1100 11TH ST, STE 311
SACRAMENTO CA 95814
Email: rachel@ceert.org
Status: INFORMATION

JAMES W. MCTARNAGHAN ATTORNEY
DUANE MORRIS LLP
ONE MARKET, SPEAR TOWER 2000
SAN FRANCISCO CA 94105-1104
Email: jwmctarnaghan@duanemorris.com
Status: INFORMATION

DARYL METZ
CALIFORNIA ENERGY COMMISSION
1516 9TH ST., MS-20
SACRAMENTO CA 95814
Email: dmetz@energy.state.ca.us
Status: STATE-SERVICE

ROSS A. MILLER ELECTRICITY ANALYSIS OFFICE
CALIFORNIA ENERGY COMMISSION
1516 9TH ST MS 20
SACRAMENTO CA 96814-5512
FOR: CALIFORNIA ENERGY COMMISSION
Email: rmiller@energy.state.ca.us
Status: STATE-SERVICE

MARCIE MILNER DIRECTOR - REGULATORY AFFAIRS
SHELL TRADING GAS & POWER COMPANY
4445 EASTGATE MALL, STE 100
SAN DIEGO CA 92121
Email: marcie.milner@shell.com
Status: PARTY

CYNTHIA MITCHELL
ENERGY ECONOMICS, INC.
530 COLGATE COURT
RENO NV 89503
Email: ckmitchell1@sbcglobal.net
Status: INFORMATION

BRUCE MCLAUGHLIN
BRAUN & BLAISING, P.C.
915 L ST, STE 1270
SACRAMENTO CA 95814
FOR: California Municipal Utilities Association
Email: mclaughlin@braunlegal.com
Status: PARTY

BRIAN MCQUOWN
RELIANT ENERGY
7251 AMIGO ST., STE 120
LAS VEGAS NV 89119
Email: bmcquown@reliant.com
Status: INFORMATION

ELENA MELLO
SIERRA PACIFIC POWER COMPANY
6100 NEIL ROAD
RENO NV 89520
Email: emello@sppc.com
Status: INFORMATION

STEVEN S. MICHEL
WESTERN RESOURCE ADVOCATES
2025 SENDA DE ANDRES
SANTA FE NM 87501
FOR: Western Resource Advocates
Email: smichel@westernresources.org
Status: PARTY

KAREN NORENE MILLS ATTORNEY
CALIFORNIA FARM BUREAU FEDERATION
2300 RIVER PLAZA DRIVE
SACRAMENTO CA 95833
Email: kmills@cfbf.com
Status: INFORMATION

SAMARA MINDEL REGULATORY AFFAIRS ANALYST
FELLON-MCCORD & ASSOCIATES
9960 CORPORATE CAMPUS DRIVE, STE 2000
LOUISVILLE KY 40223
Email: smindel@knowledgeinenergy.com
Status: INFORMATION

DAVID L. MODISSETTE EXECUTIVE DIRECTOR
CALIFORNIA ELECTRIC TRANSP. COALITION
1015 K ST, STE 200
SACRAMENTO CA 95814
Email: dave@ppallc.com
Status: INFORMATION

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Ed Moldavsky
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
505 VAN NESS AVE RM 5037
SAN FRANCISCO CA 94102-3214
Email: edm@cpuc.ca.gov
Status: STATE-SERVICE

WES MONIER STRATEGIC ISSUES AND PLANNING
MANAGER
TURLOCK IRRIGATION DISTRICT
333 EAST CANAL DRIVE, PO BOX 949
TURLOCK CA 95381-0949
Email: fwmonier@tid.org
Status: INFORMATION

Beth Moore
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
505 VAN NESS AVE RM 4103
SAN FRANCISCO CA 94102-3214
FOR: DRA
Email: blm@cpuc.ca.gov
Status: STATE-SERVICE

RICHARD J. MORILLO ASSISTANT CITY ATTORNEY
CITY OF BURBANK
215 E. OLIVE AVE
BURBANK CA 91502
Email: rmorillo@ci.burbank.ca.us
Status: INFORMATION

Harvey Y. Morris
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
505 VAN NESS AVE RM 5036
SAN FRANCISCO CA 94102-3214
Email: hym@cpuc.ca.gov
Status: STATE-SERVICE

MATTHEW MOST
EDISON MISSION MARKETING & TRADING, INC.
160 FEDERAL ST
BOSTON MA 02110-1776
Status: INFORMATION

PHILLIP J. MULLER
SCD ENERGY SOLUTIONS
436 NOVA ALBION WAY
SAN RAFAEL CA 94903
Email: philm@scdenergy.com
Status: INFORMATION

Rahmon Momoh
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
505 VAN NESS AVE RM 4205
SAN FRANCISCO CA 94102-3214
Email: rmm@cpuc.ca.gov
Status: STATE-SERVICE

ROGER C. MONTGOMERY VICE PRESIDENT, PRICING
SOUTHWEST GAS CORPORATION
PO BOX 98510
LAS VEGAS NV 89193-8510
Email: roger.montgomery@swgas.com
Status: PARTY

RONALD MOORE
GOLDEN STATE WATER/BEAR VALLEY ELECTRIC
630 EAST FOOTHILL BLVD
SAN DIMAS CA 91773
FOR: Golden State Water/Bear Valley Electric
Email: rkmoore@gswater.com
Status: PARTY

GREGG MORRIS DIRECTOR
GREEN POWER INSTITUTE
2039 SHATTUCK AVE, STE 402
BERKELEY CA 94704
FOR: Green Power Institute
Email: gmorris@emf.net
Status: PARTY

STEVEN MOSS
SAN FRANCISCO COMMUNITY POWER COOP
2325 3RD ST, STE 344
SAN FRANCISCO CA 94120
Email: steven@moss.net
Status: INFORMATION

Lainie Motamedi
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
505 VAN NESS AVE RM 5119
SAN FRANCISCO CA 94102-3214
Email: lrm@cpuc.ca.gov
Status: STATE-SERVICE

CLYDE MURLEY
CONSULTANT TO NRDC
1031 ORDWAY ST
ALBANY CA 94706
Email: clyde.murley@comcast.net
Status: INFORMATION

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Scott Murtishaw
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: sgm@cpuc.ca.gov
Status: STATE-SERVICE

SARA STECK MYERS ATTORNEY
122 28TH AVE
SAN FRANCISCO CA 94121
FOR: Center for Energy Efficiency and Renewable
Technologies
Email: ssmyers@att.net
Status: PARTY

DAVID NEMTZOW
1254 9TH ST, NO. 6
SANTA MONICA CA 90401
Email: david@nemtzow.com
Status: INFORMATION

DESPINA NIEHAUS
SAN DIEGO GAS AND ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP32H
SAN DIEGO CA 92123-1530
FOR: San Diego Gas and Electric Company
Email: dniehaus@semprautilities.com
Status: INFORMATION

RICK C. NOGER
PRAXAIR PLAINFIELD, INC.
2711 CENTERVILLE ROAD, STE 400
WILMINGTON DE 19808
FOR: Praxair Plainfield, Inc.
Email: rick_noger@praxair.com
Status: PARTY

KARLEEN O'CONNOR
WINSTON & STRAWN LLP
101 CALIFORNIA ST 39TH FLR
SAN FRANCISCO CA 94111
Email: koconnor@winston.com
Status: INFORMATION

EDWARD W. O'NEILL ATTORNEY
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY ST, STE 800
SAN FRANCISCO CA 94111-6533
FOR: California Large Energy Consumers Association
Email: edwardoneill@dwt.com
Status: PARTY

Richard A. Myers
CALIF PUBLIC UTILITIES COMMISSION
RATEMAKING BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: ram@cpuc.ca.gov
Status: STATE-SERVICE

JESSICA NELSON
PLUMAS-SIERRA RURAL ELECTRIC CO-OP
73233 STATE ROUTE 70, STE A
PORTOLA CA 96122-7064
FOR: Plumas-Sierra Rural Electric Coop
Email: notice@psrec.coop
Status: PARTY

SID NEWSOM TARIFF MANAGER
SOUTHERN CALIFORNIA GAS COMPANY
GT 14 D6
555 WEST 5TH ST
LOS ANGELES CA 90051
Email: snewsom@semprautilities.com
Status: PARTY

SEPHRA A. NINOW POLICY ANALYST
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY
8690 BALBOA AVE, STE 100
SAN DIEGO CA 92123
Email: sephra.ninow@energycenter.org
Status: INFORMATION

RITA NORTON
RITA NORTON AND ASSOCIATES, LLC
18700 BLYTHSWOOD DRIVE,
LOS GATOS CA 95030
Email: rita@ritanortonconsulting.com
Status: INFORMATION

TIMOTHY R. ODIL
MCKENNA LONG & ALDRIDGE LLP
1875 LAWRENCE ST, STE 200
DENVER CO 80202
FOR: Center for Energy and Economic Development
Email: todil@mckennalong.com
Status: PARTY

ALVIN PAK
SEMPRA GLOBAL ENTERPRISES
101 ASH ST
SAN DIEGO CA 92101
FOR: Sempra Global Enterprises
Email: apak@sempraglobal.com
Status: PARTY

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LAURIE PARK
NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, STE 600
RANCHO CORDOVA CA 95670-6078
Email: lpark@navigantconsulting.com
Status: INFORMATION

SHERIDAN J. PAUKER
WILSON SONSINI GOODRICH & ROSATI
SPEAR TOWER, SUITE 3300
ONE MARKET ST
SAN FRANCISCO CA 94105
Email: spauker@wsgr.com
Status: INFORMATION

CARL PECHMAN
POWER ECONOMICS
901 CENTER ST
SANTA CRUZ CA 95060
Email: cpechman@powereconomics.com
Status: INFORMATION

JAN PEPPER
CLEAN POWER MARKETS, INC.
PO BOX 3206
418 BENVENUE AVE
LOS ALTOS CA 94024
Email: pepper@cleanpowermarkets.com
Status: INFORMATION

CARLA PETERMAN
UCEI
2547 CHANNING WAY
BERKELEY CA 94720
Email: carla.peterman@gmail.com
Status: INFORMATION

ROBERT L. PETTINATO
LOS ANGELES DEPARTMENT OF WATER & POWER
111 NORTH HOPE ST, STE 1151
LOS ANGELES CA 90012
Email: robert.pettinato@ladwp.com
Status: INFORMATION

Paul S. Phillips
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
505 VAN NESS AVE RM 4101
SAN FRANCISCO CA 94102-3214
Email: psp@cpuc.ca.gov
Status: STATE-SERVICE

LORRAINE PASKETT DIRECTOR, LEGISLATIVE AND REG. AFFAIRS
LA DEPT. OF WATER & POWER
PO BOX 51111
111 N. HOWARD ST., RM 1536
LOS ANGELES CA 90012
FOR: Los Angeles Dept of Water and Power
Email: Lorraine.Paskett@ladwp.com
Status: PARTY

JOSEPH PAUL SENIOR CORPORATE COUNSEL
DYNEGY, INC.
4140 DUBLIN BLVD., STE. 100
DUBLIN CA 94568
Email: Joe.paul@dynegy.com
Status: INFORMATION

NORMAN A. PEDERSEN ATTORNEY
HANNA AND MORTON, LLP
444 SOUTH FLOWER ST, NO. 1500
LOS ANGELES CA 90071
FOR: Southern California Generation Coalition/Southern California Public Power Authority
Email: npedersen@hanmor.com
Status: PARTY

Joel T. Perlstein
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
505 VAN NESS AVE RM 5133
SAN FRANCISCO CA 94102-3214
Email: jtp@cpuc.ca.gov
Status: STATE-SERVICE

COLIN PETHERAM DIRECTOR-REGULATORY
SBC CALIFORNIA
140 NEW MONTGOMERY ST., STE 1325
SAN FRANCISCO CA 94105
Email: colin.petheram@att.com
Status: INFORMATION

PHILIP D. PETTINGILL
CALIFORNIA INDEPENDENT SYSTEM OPERATOR
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: CAISO
Email: ppettingill@caiso.com
Status: STATE-SERVICE

GORDON PICKERING PRINCIPAL
NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, STE 600
RANCHO CORDOVA CA 95670-6078
Email: gpickering@navigantconsulting.com
Status: INFORMATION

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EDWARD G POOLE
ANDERSON DONOVAN & POOLE
601 CALIFORNIA ST STE 1300
SAN FRANCISCO CA 94108
FOR: San Francisco Community Power
Email: epoole@adplaw.com
Status: PARTY

BRIAN POTTS
FOLEY & LARDNER
PO BOX 1497
150 EAST GILMAN ST
MADISON WI 53701-1497
Email: bpotts@foley.com
Status: INFORMATION

RASHA PRINCE
SOUTHERN CALIFORNIA GAS COMPANY
555 WEST 5TH ST, GT14D6
LOS ANGELES CA 90013
Email: rprince@semprautilities.com
Status: INFORMATION

MARC PRYOR
CALIFORNIA ENERGY COMMISSION
1516 9TH ST., MS-20
SACRAMENTO CA 95814
Email: mpryor@energy.state.ca.us
Status: STATE-SERVICE

BARRY RABE
1427 ROSS ST
PLYMOUTH MI 48170
Email: brabe@umich.edu
Status: INFORMATION

STEVE RAHON DIRECTOR, TARIFF & REGULATORY ACCOUNTS
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP32C
SAN DIEGO CA 92123-1548
FOR: San Diego Gas & Electric Company
Email: lschavrien@semprautilities.com
Status: PARTY

TIFFANY RAU POLICY AND COMMUNICATIONS MANAGER
CARSON HYDROGEN POWER PROJECT LLC
ONE WORLD TRADE CENTER, STE 1600
LONG BEACH CA 90831-1600
FOR: Carson Hydrogen Power Project LLC
Email: tiffany.rau@bp.com
Status: PARTY

JENNIFER PORTER POLICY ANALYST
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY
8690 BALBOA AVE, STE 100
SAN DIEGO CA 92123
Email: jennifer.porter@energycenter.org
Status: INFORMATION

VIDHYA PRABHAKARAN
GOODIN,MACBRIDE,SQUERI,DAY,LAMPREY
505 SANSCOME ST, STE 900
SAN FRANCISCO CA 94111
FOR: Independent Energy Producers Association
Email: vprabhakaran@goodinmacbride.com
Status: PARTY

JJ PRUCNAL
SOUTHWEST GAS CORPORATION
PO BOX 98510
LAS VEGAS NV 89193-8510
Email: jj.prucnal@swgas.com
Status: INFORMATION

BALWANT S. PUREWAL
DEPARTMENT OF WATER RESOURCES
3310 EL CAMINO AVE., LL-90
SACRAMENTO CA 95821
Email: bpurewal@water.ca.gov
Status: INFORMATION

NANCY RADER
CALIFORNIA WIND ENERGY ASSOCIATION
2560 NINTH ST, STE 213A
BERKELEY CA 94710
Email: nrader@calwea.org
Status: INFORMATION

Kristin Ralff Douglas
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
505 VAN NESS AVE RM 5119
SAN FRANCISCO CA 94102-3214
Email: krd@cpuc.ca.gov
Status: STATE-SERVICE

JOHN R. REDDING
ARCTURUS ENERGY CONSULTING
44810 ROSEWOOD TERRACE
MENDOCINO CA 95460
Email: johnredding@earthlink.net
Status: INFORMATION

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ROBERT J. REINHARD
MORRISON AND FOERSTER
425 MARKET ST
SAN FRANCISCO CA 94105-2482
Email: rreinhard@mofo.com
Status: INFORMATION

JANILL RICHARDS DEPUTY ATTORNEY GENERAL
CALIFORNIA ATTORNEY GENERAL'S OFFICE
1515 CLAY ST, 20TH FLR
OAKLAND CA 94702
FOR: People of the State of California
Email: janill.richards@doj.ca.gov
Status: PARTY

Steve Roscow
CALIF PUBLIC UTILITIES COMMISSION
RATEMAKING BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: scr@cpuc.ca.gov
Status: STATE-SERVICE

JAMES ROSS
RCS, INC.
500 CHESTERFIELD CENTER, STE 320
CHESTERFIELD MO 63017
Email: jimross@r-c-s-inc.com
Status: INFORMATION

Nancy Ryan
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5217
SAN FRANCISCO CA 94102-3214
Email: ner@cpuc.ca.gov
Status: STATE-SERVICE

RANDY SABLE
SOUTHWEST GAS CORPORATION
MAILSTOP: LVB-105
5241 SPRING MOUNTAIN ROAD
LAS VEGAS NV 89193
Email: randy.sable@swgas.com
Status: INFORMATION

Jason R. Salmi Klotz
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: jk1@cpuc.ca.gov
Status: STATE-SERVICE

DAVID REYNOLDS MEMBER SERVICES MANAGER
NORTHERN CALIFORNIA POWER AGENCY
180 CIRBY WAY
ROSEVILLE CA 95678-6420
Email: daver Reynolds@ncpa.com
Status: INFORMATION

THEODORE ROBERTS ATTORNEY
SEMPRA GLOBAL
101 ASH ST, HQ 13D
SAN DIEGO CA 92101-3017
FOR: Sempra Global/Sempra Energy Solutions
Email: troberts@sempra.com
Status: PARTY

GRANT ROSENBLUM, ESQ.
CALIFORNIA ISO
LEGAL AND REGULATORY DEPARTMENT
151 BLUE RAVINE ROAD
FOLSOM CA 95630
Email: grosenblum@caiso.com
Status: INFORMATION

ROBERT K. ROZANSKI
LOS ANGELES DEPT OF WATER AND POWER
111 NORTH HOPE ST, RM 1520
LOS ANGELES CA 90012
Email: Robert.Rozanski@ladwp.com
Status: INFORMATION

Pearlie Sabino
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRANCH
505 VAN NESS AVE RM 4209
SAN FRANCISCO CA 94102-3214
Email: pzs@cpuc.ca.gov
Status: STATE-SERVICE

SAM SADLER
OREGON DEPARTMENT OF ENERGY
625 NE MARION ST
SALEM OR 97301-3737
Email: samuel.r.sadler@state.or.us
Status: INFORMATION

JUDITH B. SANDERS ATTORNEY
CALIFORNIA INDEPENDENT SYSTEM OPERATOR
151 BLUE RAVINE ROAD
FOLSOM CA 95630
FOR: CAISO
Email: jsanders@caiso.com
Status: STATE-SERVICE

THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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Total number of addressees: 428

SOUMYA SASTRY
PACIFIC GAS AND ELECTRIC COMPANY
MAIL CODE B9A
PO BOX 770000
SAN FRANCISCO CA 94177
Email: svs6@pge.com
Status: INFORMATION

MICHAEL SCHEIBLE DEPUTY EXECUTIVE OFFICER
CALIFORNIA AIR RESOURCES BOARD
1001 I ST
SACRAMENTO CA 95677
FOR: California Air Resources Board
Email: mscheibl@arb.ca.gov
Status: STATE-SERVICE

STEVEN SCHILLER
SCHILLER CONSULTING, INC.
111 HILLSIDE AVE
PIEDMONT CA 94611
Email: steve@schiller.com
Status: INFORMATION

REED V. SCHMIDT VICE PRESIDENT
BARTLE WELLS ASSOCIATES
1889 ALCATRAZ AVE
BERKELEY CA 94703
FOR: California City-County Street Light Association
Email: rschmidt@bartlewells.com
Status: INFORMATION

BILL SCHRAND
SOUTHWEST GAS CORPORATON
PO BOX 98510
LAS VEGAS NV 89193-8510
Email: bill.schrand@swgas.com
Status: INFORMATION

Don Schultz
CALIF PUBLIC UTILITIES COMMISSION
ENERGY PRICING AND CUSTOMER PROGRAMS
BRANCH
770 L ST, STE 1050
SACRAMENTO CA 95814
Email: dks@cpuc.ca.gov
Status: STATE-SERVICE

MONICA A. SCHWEBS, ESQ.
BINGHAM MCCUTCHEON LLP
PO BOX V
1333 N. CALIFORNIA BLVD., STE 210
WALNUT CREEK CA 94596
Email: monica.schwebs@bingham.com
Status: INFORMATION

JANINE L. SCANCARELLI ATTORNEY
FOLGER, LEVIN & KAHN, LLP
275 BATTERY ST, 23RD FLR
SAN FRANCISCO CA 94111
Email: jscancarelli@flk.com
Status: INFORMATION

JENINE SCHENK
APS ENERGY SERVICES
400 E. VAN BUREN ST, STE 750
PHOENIX AZ 85004
FOR: APS Energy Services Company
Email: jenine.schenk@apses.com
Status: PARTY

STEVEN S. SCHLEIMER DIRECTOR,COMPLIANCE &
REGULATORY AFFAIRS
BARCLAYS BANK, PLC
200 PARK AVE, FIFTH FLR
NEW YORK NY 10166
FOR: Barclays Capital
Email: steven.schleimer@barclayscapital.com
Status: PARTY

DONALD SCHOENBECK
RCS, INC.
900 WASHINGTON ST, STE 780
VANCOUVER WA 98660
Email: dws@r-c-s-inc.com
Status: INFORMATION

CYNTHIA SCHULTZ REGULATORY FILING
COORDINATOR
PACIFIC POWER AND LIGHT COMPANY
825 NE MULTNOMAH
PORTLAND OR 97232
Email: cynthia.schultz@pacificorp.com
Status: PARTY

LISA SCHWARTZ SENIOR ANALYST
OREGON PUBLIC UTILITY COMMISSION
PO BOX 2148
SALEM OR 97308-2148
Email: lisa.c.schwartz@state.or.us
Status: INFORMATION

BETTY SETO POLICY ANALYST
KEMA, INC.
492 NINTH ST, STE 220
OAKLAND CA 94607
Email: Betty.Seto@kema.com
Status: INFORMATION

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NORA SHERIFF ATTORNEY
ALCANTAR & KAHL, LLP
120 MONTGOMERY ST, STE 2200
SAN FRANCISCO CA 94104
Email: nes@a-klaw.com
Status: INFORMATION

DAN SILVERIA
SURPRISE VALLEY ELECTRIC CORPORATION
PO BOX 691
ALTURAS CA 96101
FOR: Surprise Valley Electric Cooperative
Email: dansvec@hdo.net
Status: PARTY

KEVIN J. SIMONSEN
ENERGY MANAGEMENT SERVICES
646 EAST THIRD AVE
DURANGO CO 81301
Email: kjsimonsen@ems-ca.com
Status: INFORMATION

DEBORAH SLON DEPUTY ATTORNEY GENERAL,
ENVIRONMENT
OFFICE OF THE ATTORNEY GENERAL
1300 I ST, 15TH FLR
SACRAMENTO CA 95814
Email: deborah.slon@doj.ca.gov
Status: STATE-SERVICE

GLORIA D. SMITH
ADAMS, BROADWELL, JOSEPH & CARDOZO
601 GATEWAY BLVD., STE 1000
SOUTH SAN FRANCISCO CA 94080
Email: gsmith@adamsbroadwell.com
Status: INFORMATION

RICHARD SMITH
MODESTO IRRIGATION DISTRICT
1231 11TH ST
MODESTO CA 95352-4060
Email: richards@mid.org
Status: INFORMATION

JEANNE M. SOLE DEPUTY CITY ATTORNEY
CITY AND COUNTY OF SAN FRANCISCO
1 DR. CARLTON B. GOODLETT PLACE, RM. 234
SAN FRANCISCO CA 94102
FOR: City and County of San Francisco
Email: jeanne.sole@sfgov.org
Status: PARTY

KYLE SILON
ECOSECURITIES CONSULTING LIMITED
529 SE GRAND AVE
PORTLAND OR 97214
Email: kyle.silon@ecosecurities.com
Status: INFORMATION

Sean A. Simon
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: svn@cpuc.ca.gov
Status: STATE-SERVICE

DAN SKOPEC
CLIMATE & ENERGY CONSULTING
1201 K ST STE 970
SACRAMENTO CA 95814
FOR: Climate & Energy Consulting
Email: danskoppec@gmail.com
Status: INFORMATION

Donald R. Smith
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
505 VAN NESS AVE RM 4209
SAN FRANCISCO CA 94102-3214
Email: dsh@cpuc.ca.gov
Status: STATE-SERVICE

KELLIE SMITH
SENATE ENERGY/UTILITIES & COMMUNICATION
STATE CAPITOL, RM 4038
SACRAMENTO CA 95814
Email: kellie.smith@sen.ca.gov
Status: INFORMATION

ROBIN SMUTNY-JONES
CALIFORNIA ISO
151 BLUE RAVINE ROAD
FOLSOM CA 95630
Email: rsmutny-jones@caiso.com
Status: INFORMATION

DARRELL SOYARS MANAGER-RESOURCE
PERMITTING&STRATEGIC
SIERRA PACIFIC RESOURCES
6100 NEIL ROAD
RENO NV 89520-0024
FOR: Sierra Pacific Resources
Email: dsoyars@sppc.com
Status: INFORMATION

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JAMES D. SQUERI ATTORNEY
GOODIN MACBRIDE SQUERI RITCHIE & DAY LLP
505 SAN SOME ST, STE 900
SAN FRANCISCO CA 94111
FOR: Powerex Corp.
Email: jsqueri@gmssr.com
Status: PARTY

ANNIE STANGE
ALCANTAR & KAHL
1300 SW FIFTH AVE., STE 1750
PORTLAND OR 97201
Email: sas@a-klaw.com
Status: INFORMATION

F. Jackson Stoddard
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
505 VAN NESS AVE RM 5125
SAN FRANCISCO CA 94102-3214
Email: fjs@cpuc.ca.gov
Status: PARTY

PATRICK STONER PROGRAM DIRECTOR
LOCAL GOVERNMENT COMMISSION
1303 J ST, STE 250
SACRAMENTO CA 95814
Email: pstoner@lgc.org
Status: INFORMATION

KENNY SWAIN
NAVIGANT CONSULTING
3100 ZINFANDEL DRIVE, STE 600
RANCHO CORDOVA CA 95670
Email: kenneth.swain@navigantconsulting.com
Status: INFORMATION

Christine S. Tam
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
505 VAN NESS AVE RM 4209
SAN FRANCISCO CA 94102-3214
Email: tam@cpuc.ca.gov
Status: STATE-SERVICE

WEBSTER TASAT
AIR RESOURCES BOARD
1001 I ST
SACRAMENTO CA 95814
Email: wtasat@arb.ca.gov
Status: INFORMATION

SEEMA SRINIVASAN ATTORNEY
ALCANTAR & KAHL, LLP
120 MONTGOMERY ST, STE 2200
SAN FRANCISCO CA 94104
FOR: Energy Producers & Users Coalition
Email: sls@a-klaw.com
Status: PARTY

FRANK STERN
SUMMIT BLUE CONSULTING
1722 14TH ST, STE 230
BOULDER CO 80302
FOR: Summit Blue Consulting
Email: fstern@summitblue.com
Status: INFORMATION

Elizabeth Stoltzfus
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: eks@cpuc.ca.gov
Status: STATE-SERVICE

NINA SUETAKE ATTORNEY
THE UTILITY REFORM NETWORK
711 VAN NESS AVE., STE. 350
SAN FRANCISCO CA 94102
Email: nsuetake@turn.org
Status: PARTY

George S. Tagnipes
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: jst@cpuc.ca.gov
Status: STATE-SERVICE

JAMES W. TARNAGHAN
DUANE MORRIS LLP
SUITE 2000
ONE MARKET, SPEAR TOWER
SAN FRANCISCO CA 94105
FOR: Lodi Gas Storage
Email: jwmctarnaghan@duanemorris.com
Status: INFORMATION

ROBERT R. TAYLOR
AGRICULTURAL IMPROVEMENT AND POWER DIST.
1600 NORTH PRIEST DRIVE, PAB221
TEMPE AZ 85281
Email: rrtaylor@srpnet.com
Status: PARTY

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Charlotte TerKeurst
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
505 VAN NESS AVE RM 5117
SAN FRANCISCO CA 94102-3214
Email: cft@cpuc.ca.gov
Status: STATE-SERVICE

PATRICIA THOMPSON
SUMMIT BLUE CONSULTING
2920 CAMINO DIABLO, STE 210
WALNUT CREEK CA 94597
Email: pthompson@summitblue.com
Status: INFORMATION

EDWARD J. TIEDEMANN ATTORNEY
KRONICK, MOSKOVITZ, TIEDEMANN & GIRARD
400 CAPITOL MALL, 27TH FLR
SACRAMENTO CA 95814-4416
FOR: Placer County Water Agency & Kings River
Conservation District
Email: etiedemann@kmtg.com
Status: INFORMATION

SCOTT TOMASHEFSKY
NORTHERN CALIFORNIA POWER AGENCY
180 CIRBY WAY
ROSEVILLE CA 95678-6420
Email: scott.tomashefsky@ncpa.com
Status: INFORMATION

Lana Tran
CALIF PUBLIC UTILITIES COMMISSION
ELECTRIC GENERATION PERFORMANCE BRANCH
505 VAN NESS AVE AREA 2-D
SAN FRANCISCO CA 94102-3214
Email: ltt@cpuc.ca.gov
Status: STATE-SERVICE

NANCY TRONAAS
CALIFORNIA ENERGY COMMISSION
1516 9TH ST. MS-20
SACRAMENTO CA 95814-5512
Email: ntronaas@energy.state.ca.us
Status: STATE-SERVICE

ANDREW J. VAN HORN
VAN HORN CONSULTING
12 LIND COURT
ORINDA CA 94563
Email: andy.vanhorn@vhcenergy.com
Status: INFORMATION

KAREN TERRANOVA
ALCANTAR & KAHL, LLP
120 MONTGOMERY ST, STE 2200
SAN FRANCISCO CA 94104
Email: filings@a-klaw.com
Status: INFORMATION

DEAN R. TIBBS PRESIDENT
ADVANCED ENERGY STRATEGIES, INC.
1390 WILLOW PASS ROAD, STE 610
CONCORD CA 94520
Email: dtibbs@aes4u.com
Status: INFORMATION

MONA TIERNEY-LLOYD
LANDSITE, INC
PO BOX 378
CAYUCOS CA 93430
FOR: LANDSITE, INC
Email: mona@landsiteinc.net
Status: INFORMATION

W. WAYNE TOMLINSON
EL PASO CORPORATION- WESTERN PIPELINES
2 NORTH NEVADA AVE
COLORADO SPRINGS CO 80903
Email: william.tomlinson@elpaso.com
Status: INFORMATION

ALLEN K. TRIAL
SAN DIEGO GAS & ELECTRIC COMPANY
HQ-12
101 ASH ST
SAN DIEGO CA 92101
Email: atrial@sempra.com
Status: PARTY

ANN L. TROWBRIDGE ATTORNEY
DAY CARTER & MURPHY, LLP
3620 AMERICAN RIVER DRIVE, STE 205
SACRAMENTO CA 95864
FOR: California Clean DG Coalition/Northwest Natural Gas
Email: atrowbridge@daycartermurphy.com
Status: PARTY

ROGER VAN HOY
MODESTO IRRIGATION DISTRICT
1231 11TH ST
MODESTO CA 95354
Email: rogerv@mid.org
Status: INFORMATION

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BETH VAUGHAN
CALIFORNIA COGENERATION COUNCIL
4391 N. MARSH ELDER COURT
CONCORD CA 94521
Email: beth@beth411.com
Status: PARTY

SYMONE VONGDEUANE
SEMPRA ENERGY SOLUTIONS
101 ASH ST, HQ09
SAN DIEGO CA 92101-3017
FOR: Sempra Energy Solutions
Email: svongdeuane@semprasolutions.com
Status: PARTY

DEVRA WANG
NATURAL RESOURCES DEFENSE COUNCIL
111 SUTTER ST, 20TH FLR
SAN FRANCISCO CA 94104
Email: dwang@nrdc.org
Status: INFORMATION

JOY A. WARREN REGULATORY ADMINISTRATOR
MODESTO IRRIGATION DISTRICT
1231 11TH ST
MODESTO CA 95354
Email: joyw@mid.org
Status: PARTY

COURTNEY WEDDINGTON COMPLIANCE ANALYST
COMMERCE ENERGY INC
222 W. LAS COLINAS BLVD., STE. 950-E
IRVING TX 75039
Email: cweddington@commerceenergy.com
Status: INFORMATION

RAY WELCH ASSOCIATE DIRECTOR
NAVIGANT CONSULTING, INC.
ONE MARKET PLAZA, STE 1200
SAN FRANCISCO CA 94105
Email: ray.welch@navigantconsulting.com
Status: INFORMATION

JOHN B. WELDON, JR.
SALMON, LEWIS & WELDON, P.L.C.
2850 EAST CAMELBACK ROAD, STE 200
PHOENIX AZ 85016
FOR: Salt River Project Agricultural Improvement and
Power District
Email: jbw@slwplc.com
Status: PARTY

EDWARD VINE
LAWRENCE BERKELEY NATIONAL LABORATORY
BUILDING 90R4000
BERKELEY CA 94720
Email: elvine@lbl.gov
Status: INFORMATION

BARRY R. WALLERSTEIN EXECUTIVE OFFICER
SOUTH COAST AQMD
21865 COPLEY DRIVE
DIAMOND BAR CA 91765-4182
FOR: South Coast Air Quality Management District
Email: bwallerstein@aqmd.gov
Status: PARTY

CHRISTOPHER J. WARNER
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST, PO BOX 7442
SAN FRANCISCO CA 94120-7442
FOR: Pacific Gas and Electric
Email: cjw5@pge.com
Status: PARTY

MICHAEL WAUGH
AIR RESOURCES BOARD
1001 10TH ST
SACRAMENTO CA 95814
Email: mwaugh@arb.ca.gov
Status: INFORMATION

LISA WEINZIMER ASSOCIATE EDITOR
PLATTS MCGRAW-HILL
695 NINTH AVE, NO. 2
SAN FRANCISCO CA 94118
Email: lisa_weinzimer@platts.com
Status: INFORMATION

VIRGIL WELCH STAFF ATTORNEY
ENVIRONMENTAL DEFENSE
1107 9TH ST, STE 540
SACRAMENTO CA 95814
Email: vwelch@environmentaldefense.org
Status: PARTY

ANDREA WELLER
STRATEGIC ENERGY
3130 D BALFOUR RD., STE 290
BRENTWOOD CA 94513
FOR: Strategic Energy
Email: aweller@sel.com
Status: PARTY

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Pamela Wellner
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
505 VAN NESS AVE AREA 4-A
SAN FRANCISCO CA 94102-3214
Email: pw1@cpuc.ca.gov
Status: STATE-SERVICE

WILLIAM W. WESTERFIELD, 111 ATTORNEY
ELLISON, SCHNEIDER & HARRIS L.L.P.
2015 H ST
SACRAMENTO CA 95814
FOR: Sierra Pacific Power Company
Email: www@eslawfirm.com
Status: PARTY

S. NANCY WHANG ATTORNEY
MANATT, PHELPS & PHILLIPS, LLP
11355 WEST OLYMPIC BLVD.
LOS ANGELES CA 90064
Email: nwhang@manatt.com
Status: INFORMATION

JOSEPH F. WIEDMAN ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANOME ST, STE 900
SAN FRANCISCO CA 94111
Email: jwiedman@goodinmacbride.com
Status: INFORMATION

VALERIE J. WINN
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, B9A
SAN FRANCISCO CA 94177-0001
Email: vjw3@pge.com
Status: INFORMATION

RYAN WISER
BERKELEY LAB
MS-90-4000
ONE CYCLOTRON ROAD
BERKELEY CA 94720
Email: rhwiser@lbl.gov
Status: INFORMATION

DON WOOD
PACIFIC ENERGY POLICY CENTER
4539 LEE AVE
LA MESA CA 91941
Email: dwood8@cox.net
Status: PARTY

ELIZABETH WESTBY
ALCANTAR & KAHL, LLP
1300 SW FIFTH AVE, STE 1750
PORTLAND OR 97201
Email: egw@a-klaw.com
Status: INFORMATION

BRAD WETSTONE
236 HARTFORD ST
SAN FRANCISCO CA 94114
Email: bwetstone@hotmail.com
Status: INFORMATION

GREGGORY L. WHEATLAND ATTORNEY
ELLISON, SCHNEIDER & HARRIS, LLP
2015 H ST
SACRAMENTO CA 95814-3109
FOR: LS Power, Inc.
Email: glw@eslawfirm.com
Status: PARTY

KATHRYN WIG PARALEGAL
NRG ENERGY, INC.
211 CARNEGIE CENTER
PRINCETON NY 8540
Email: Kathryn.Wig@nrgenergy.com
Status: INFORMATION

REID A. WINTHROP
PILOT POWER GROUP, INC.
8910 UNIVERSITY CENTER LANE, STE 520
SAN DIEGO CA 92122
Email: rwinthrop@pilotpowergroup.com
Status: PARTY

ELLEN WOLFE
RESERO CONSULTING
9289 SHADOW BROOK PL.
GRANITE BAY CA 95746
Email: ewolfe@resero.com
Status: INFORMATION

KEVIN WOODRUFF
WOODRUFF EXPERT SERVICES
1100 K ST, STE 204
SACRAMENTO CA 95814
Email: kdw@woodruff-expert-services.com
Status: INFORMATION

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CATHY S. WOOLLUMS
MIDAMERICAN ENERGY HOLDINGS COMPANY
106 EAST SECOND ST
DAVENPORT IA 52801
FOR: Kern River Gas Transmission
Email: cswoollums@midamerican.com
Status: PARTY

JUSTIN C. WYNNE
BRAU & BLAISING, P.C.
915 L ST, STE 1270
SACRAMENTO CA 95814
Email: wynne@braunlegal.com
Status: INFORMATION

Amy C. Yip-Kikugawa
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
505 VAN NESS AVE RM 2106
SAN FRANCISCO CA 94102-3214
Email: ayk@cpuc.ca.gov
Status: STATE-SERVICE

ELIZABETH ZELLJADT
1725 I ST, NW STE 300
WASHINGTON DC 20006
Email: ez@pointcarbon.com
Status: INFORMATION

E.J. WRIGHT
OCCIDENTAL POWER SERVICES, INC.
5 GREENWAY PLAZA, STE 110
HOUSTON TX 77046
Email: ej_wright@oxy.com
Status: PARTY

HUGH YAO
SOUTHERN CALIFORNIA GAS COMPANY
555 W. 5TH ST, GT22G2
LOS ANGELES CA 90013
Email: HYao@SempraUtilities.com
Status: INFORMATION

JEANNE ZAIONTZ
BP ENERGY COMPANY
501 WESTLAKE PARK BLVD, RM. 4328
HOUSTON TX 77079
Email: zaiontj@bp.com
Status: INFORMATION

DAVID ZONANA DEPUTY ATTORNEY GENERAL
CALIFORNIA ATTORNEY GENERAL'S OFFICE
455 GOLDEN GATE AVE, STE 11000
SAN FRANCISCO CA 94102
Email: david.zonana@doj.ca.gov
Status: STATE-SERVICE